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Hard words about soft body armor

NIJ, trade group square off over performance standards; Congress may step in

By Jacob R. Clark

A simmering conflict between private industry and the Federal Government over minimum performance standards for soft body armor has evolved into a full-blown controversy that threatens to divide the nation's law enforcement leaders and has some members of Congress moving quickly toward proposing legislation to resolve the dispute.

At issue are different sets of performance standards established by the Personal Protective Armor Association (PPAA), a trade organization, and by the National Institute of Justice's Technology Assessment Program (TAP). Those supporting the NIJ's standard on the testing and quality of the life-saving bulletproof vests say there is an inherent conflict of interest in the PPAA's own standard in that it amounts to an industry regulating itself.

Supporters of the Government's position go on to note that law enforcement is better served by the standard formulated by NIJ's Technology Assessment Program, an applied-research

unit that develops minimum standards for law enforcement equipment and tests equipment on the basis of those standards. TAP employs the input of more than 50 nationally recognized criminal justice officials from all levels of government, who draw on their expertise and knowledge of law enforcement needs to assist in setting standards.

Industry officials, for their part, maintain that NIJ's test methods are flawed and would result in manufacturers having to produce bulkier, more cumbersome vests in order to consistently meet the standard. The net result, they say, would be a loss of lives as police officers refuse to wear uncomfortable protective garments.

Life-Saving Issue Obscured

Officials on both sides agree that the continuing impasse over the body-armor issue is clouding the entire purpose for the vests—to save lives—and may set back hard-fought campaigns to get police officers to wear them. In recent years, the vests have resulted in hun-

dreds, if not thousands, of saved lives, or "saves."

"I don't really know where [the issue] stands except that nobody's moving. We believe they're wrong; they believe we're wrong," said Lester Shubin, director of the NIJ's Science and Technology Division.

The NIJ's .03 standard was developed in 1987, and the PPAA's .05 standard followed two years later, after association members contended that NIJ's "inconsistent" test protocols unduly caused their products to fail NIJ tests as much as 60 percent of the time. The industry believes the .05 standard more realistically reflects the types of firearms threats faced by law enforcement officers today. Each side contends that its standard will result in a stronger, more reliable vest that will save police officers' lives.

Restrictive Market Practices?

The basic issue, Shubin charges, "is a commercial fight" by the E.I. du Pont de Nemours & Co., the manufacturer and patent-holder of Kevlar, the bullet-

resistant fiber used to construct bulletproof vests, "to maintain a hold on the market."

Du Pont, the largest and most influential PPAA member, last year reportedly threatened to restrict sales of Kevlar to companies that did not adopt the PPAA standard. Shubin said the move was an attempt to keep out of the market such competitors as Allied-Signal Inc., whose product known as Spectra blends a new fiber called Spectra with a lighter, more flexible grade of Kevlar to yield a vest that Shubin said has passed NIJ testing 97 percent of the time.

Du Pont officials have denied the charge, arguing that if vestmakers were required to manufacture the bulkier vests that would pass NIJ testing every time, Du Pont's profits would grow through increased sales of Kevlar.

But, maintains Shubin, "The PPAA looked at every area where the body armor materials failed tests and relaxed the requirements."

What to Test, and How

An NIJ report said the "principal differences" between the two standards is that the PPAA has attempted to lower requirements "by averaging blunt trauma measurements, lowering the threat from all ammunition by spreading the velocities, allowing lower velocity passes, using test ammunition that deforms more easily, making waterproofing optional, and prescribing labels that not only do not list the ballis-

tic threats but appear to place the liability for selection on the individual wearer or his or her department."

Industry officials point to what they call "flaws" with NIJ testing protocols, with Thomas E. Bachner Jr., Du Pont's senior ballistics account manager, saying that the key issue is "test-result consistency." NIJ tests "only a single panel [of armor] in an oversized configuration on a flat block of clay," he said. Moreover, he charged, the NIJ does not test for certain firearms threats facing police officers on the streets today, notably the .22 rimfire rifle, and does not test rounds "that police officers are facing at a velocity that is realistic."

The PPAA, he said, takes a full piece of ballistic armor, "just like a police officer wears it," places it on a torso-shaped mannequin and "shoots it the way police officers get shot."

"It is a multiple-hit test, but it is a multiple hit with readjustment between shots...designed to prevent the bunching and the ballooning and the ballooning of the armor, which occurs on clay, but which does not occur on the dynamic, elastic human torso," said Bachner.

And each side claims that the other's test protocol is fraught with other highly technical shortcomings.

"The problem with the NIJ test is not the body armor that fails a compliance test," Bachner asserted. "The problem is the body armor that passes a compliance test because it will not do so consistently. The only way to make

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UCR, other programs on the brink as U.S. budget office hones its axe

Several program components of the Federal Bureau of Investigation, including the nascent National Incident-Based Reporting System, are in danger of elimination under a budget-cutting directive that requires Federal agencies to turn certain functions over to the private sector, Law Enforcement News has learned.

Law enforcement officials have begun rallying in an effort to ensure that the programs, which they see as essential to their missions, are not scrapped.

Other Programs in Jeopardy

The budgetary threat comes at a critical time for the Uniform Crime Reporting program because the FBI is moving ahead full throttle with the long-planned switch to an incident-based crime-reporting system that proponents say will provide a clearer, more detailed and accurate assessment of U.S. crime. Also imperiled is implementation of the new Hate Crimes Statistics

Act, signed by President Bush in early April, the Bureau's NCIC 2000 project, which is designed to link the National Crime Information Center with the criminal information systems of the nation's law enforcement agencies, and the FBI Ident project to upgrade the agency's massive fingerprint identification program.

The possible dismantling of FBI programs was revealed during recent testimony by UCR chief J. Harper Wilson before the House Judiciary Subcommittee on Criminal Justice. In response to a question from the subcommittee's chairman, Representative Charles Schumer (D-N.Y.), on the impact of budget cuts on the FBI, Wilson said that the FBI had not complied with Directive A-76 of the Office of Management Budget, which requires the Federal Government to contract "not inherently governmental" functions to the private sector in order to reduce the Federal workforce. The directive provides funds to accomplish such privati-

zation, but also imposes penalties in the form of arbitrary staffing reductions on those agencies that do not comply to OMB's satisfaction.

Last year, the FBI's Records Management Division (RMD), which includes the UCR Section, lost 109 staff positions because of A-76 reductions. This year, Wilson said, RMD must relinquish an additional 147 employees, 129 of them as a result of A-76 penalties.

Hobson's Choice for UCR Chief

Wilson told the subcommittee he was given a choice by RMD Assistant Director G. Norman Christensen. He could reduce the UCR staff by 30 of its 92 employees, which he said would make the collection of crime statistics totally unfeasible, or the unit would be completely eliminated, ending a role that the FBI has played since 1930.

Wilson told LEN he has formally recommended to FBI Director William S. Sessions that the FBI no longer support the UCR in order to comply with Directive A-76. He said Sessions' decision will be made public in May or June.

"The only logical repository for the UCR, should it leave the FBI, would be IACP," Wilson said. "It must be in a law enforcement entity to continue it." But Wilson conceded that the International Association of Chiefs of Police possessed neither the funds nor the personnel to keep the program viable.

News of the possible demise of the UCR program was met with concern and anger by some of the law enforcement officials contacted by LEN. Chief

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Seized-asset funds earmarked for police tempt strapped cities

The hundreds of millions of dollars in cash and property seized by the law enforcement each year are for the most part funneled back to drug-fighting agencies, which use the proceeds for equipment, facilities or programs that regular budgets cannot provide. Some local governments, however, are apparently insisting that perhaps some of the booty ought to go to them for inclusion in general-revenue funds.

The administration of former New York Mayor Edward I. Koch late last year reportedly dipped into a \$10-million Federal asset-forfeiture fund intended for "enhanced" law enforcement services to cover budgetary shortfalls in some unspecified city agencies. The funds were to have gone to the New York Police Department to purchase such usually unaffordable items as heavy-duty protective vests, high-powered Glock semiautomatic pistols, high-tech beepers, and sophisticated listening devices used to monitor undercover operations.

According to the New York Post, Paul Dickstein, Koch's budget director, admitted responsibility for diverting the funds and said the action was

"entirely appropriate" in view of the city's continuing fiscal problems. The newspaper said that state budget officials also have tapped into funds designated for state law enforcement agencies in an effort to relieve budgetary shortfalls.

LEN confirmed the account, and Budget Office spokeswoman Karen Szurek said the action was a "one-time" situation that has not recurred. She added that the budget office, now headed by Philip Michael, an appointee of Mayor David N. Dinkins, had no plans to take such action in the future.

A spokeswoman for the New York Police Department said the agency had no comment on the report.

Stanley Morris, who is now assistant director of the Office of National Drug Control Policy, said the city's action was "very clearly illegal, but not a crime in the classic sense."

"The law is very clear, and the Department of Justice regulations are very clear, that [the funds] have to go to enhanced drug law enforcement," said Morris, the former Director of the U.S. Marshals Service, who in that role

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What They Are Saying:

"We don't feel as an industry that we have any right whatsoever to set up a standard that is demonstrably weaker and easier to pass than the standard which has been set up by the people who are using the vest."

Richard Stone, president of Point Blank Body Armor, whose company withdrew from the trade association that is fighting Federal body-armor standards. (6:3)

Around the Nation

Northeast

CONNECTICUT — State Police Supt. Bernard Sullivan has ordered troopers to stop carrying AR-15 assault rifles until rules are devised to govern their use. The police union is planning to challenge the policy directive.

MARYLAND — Prompted by the March 29 shooting death of a State Police corporal, the state lodge of the Fraternal Order of Police has called for the immediate addition of 300 troopers to the 1,800-member State Police force.

MASSACHUSETTS — Boston Mayor Raymond Flynn expects a new anti-gang unit of 50 officers to hit the streets by April 30. The Mayor has also unveiled a Safe Neighborhoods plan to combat gang violence, including more summer jobs and the prosecution of juveniles as adults on gun charges.

NEW JERSEY — Peaceful protests over the shooting of a black teenager by a white Teaneck police officer turned violent April 11, leading to a spate of broken store windows, overturned cars and flying debris. The violence erupted after a candlelight vigil for Phillip Pannel, 15, who was shot April 10 by Officer Gary Spath. The officer was placed on medical leave after going into shock from the incident.

The Union City Commission is considering a plan for annual, random drug tests for police and firefighters.

NEW YORK — The Nassau County Police Department has reached a settlement with the U.S. Justice Department that will allow the county to begin hiring police officers for the first time in three years. Hiring had been barred by a Federal suit charging that a 1987 test discriminated against women and minorities. The exam results for some 16,000 applicants will be recalculated in accordance with a formula that will try to eliminate inherent bias while maintaining the quality and validity of the exam.

William Bratton, the Superintendent of the Massachusetts Metropolitan Police, will take over as chief of the New York City Transit Police on April 23. He succeeds Vincent Del Castillo, who is retiring to finish his doctoral studies and pursue teaching opportunities.

The New York City Police Department is bracing for a mass exodus of detectives once final retroactive paychecks are distributed in mid-May. Nearly 10 percent of the department's 2,880 detectives are expected retire at the same time when they receive the average \$6,000 in back pay due them from a recent contract settlement.

Gov. Mario Cuomo proposed legislation April 10 that would permit grand juries to admit as evidence drugs that had been identified through police field kits. Under current law, field tests for drugs must be substantiated by laboratory reports or expert testimony before they are admissible in court.

PENNSYLVANIA — A state report has blamed inadequate facilities and low pay for what it terms the ineffectiveness of treatment programs for crack

addicts. The report says less than 30 percent of patients complete the programs, and only 25 percent are drug-free at the time of discharge.

RHODE ISLAND — The police union in East Providence is vowing to continue protests over the reinstatement of Col. Anthony DeCastro as police chief. The state Attorney General's office says it will investigate police claims of wrongdoing by DeCastro.

Providence officials are considering a request by Public Safety Commissioner John Parington to change police uniforms from brown to blue as a way of boosting officer morale and providing a more authoritative look. The cost of the makeover is estimated at \$500,000.

VERMONT — The State Police and U.S. Attorney's office plan to form a task force to crack down on violent crime involving Federal gun-law violations. The state has no law barring persons convicted of violent or drug-related crimes from owning weapons.

Southeast

ARKANSAS — State Police Director Col. Tommy Goodwin is planning to recheck the value of drugs seized in 1988, after a TV ad for Gov. Bill Clinton said the police seized \$1 billion. The Arkansas Gazette says that figure is off by \$287.1 million.

FLORIDA — A poll commissioned by a state gun-control organization found that a proposed three-day waiting period for handgun purchases, which will appear on the November ballot, has the support of 85 percent of the voters. If approved, Florida would become the first state to include such a requirement in the state constitution.

NORTH CAROLINA — State trooper M. D. Hayes, a two-year veteran who killed a suspect March 31, returned to work April 9 after a one-week leave. Police investigators found no wrongdoing by Hayes.

SOUTH CAROLINA — Myrtle Beach Police Chief J. Stanley Bird has denied the NAACP's request to hold a Palm Sunday weekend march to protest minority hiring practices. Bird cited the strain on manpower due to the seasonal tourist influx.

VIRGINIA — Manassas police raided a Minuteman Press print shop April 2 and found an 8-by-15-foot laboratory with enough chemicals to make \$1 million worth of crack. A preliminary hearing is set for May 17 for the store manager, Gary Butler.

Midwest

ILLINOIS — In an effort to crack down on mass-transit crime, the Chicago Transit Authority has installed small video cameras in several buses to record those boarding the buses and provide a panoramic view of the vehicle's interior. The cameras record 24 hours

of tape, which is then erased and reused unless needed as evidence. Officials say the \$50,000 experiment could eventually be expanded to all 2,200 municipal buses and trains.

Defense lawyers in Chicago are crying "foul" over a new Police Department policy that requires payment of "witness fees" before responding to subpoenas seeking testimony or records. The fee requirement, authorized by state law for more than 170 years but only enforced since December, is a response by the Police Department to the thousands of subpoenas it receives every year, which have created "an increasing drain on [police] resources," according to one city attorney. In court hearings now underway, defense attorneys are challenging the fees as unfair, saying the Police Department makes no effort to seek similar payment from the Cook County state's attorney's office, the public defender's office or the U.S. Attorney's office.

INDIANA — Thirteen Evansville police officers are suing the city for wages they say they lost under a city policy prohibiting them from working as security guards in bars. The policy was overturned last year by an appeals court.

MICHIGAN — Ann Arbor residents voted April 3 to raise the city's \$5 fine for marijuana possession to \$25.

The Detroit Free Press reported April 11 that a Police Department fund intended to pay for undercover drug buys was used to buy and install a \$15,000 satellite dish at the home of Mayor Coleman Young. The charge is the latest in a series of allegations concerning misuse of the department's secret fund. [See LEN, Feb. 14, March 15, 1990.]

OHIO — Aides to Gov. Richard Celeste said April 4 that the Governor will probably sign a bill approved by the Legislature to get tougher on drunken driving. The measure includes provisions to revoke the licenses of repeat offenders and those who refuse a sobriety test, along with longer sentences and heavier fines.

Plains States

IOWA — The Legislature has approved a bill requiring that cars registered to convicted drunken drivers be issued special license plates, and that police be permitted to stop those vehicles without probable cause to check the driver's sobriety.

MINNESOTA — Duluth police Det. Gary D. Wilson, 34, died April 9 after being shot through a motel wall during a search for a suspect in a barroom shooting. Sgt. John Hartley, 44, was wounded in the incident. Lawrence James Montanaro, 47, was charged in the shootings.

MISSOURI — Three St. Louis police districts have moved into the first of three "super-stations" as part of a plan to consolidate nine districts and move 200 officers now assigned to administrative jobs back to the streets.

MONTANA — In the face of threats and protests, Broadwater County

Undersheriff Gene Determan remains suspended with pay after having been accused of sexually molesting a minor. Picketers at the sheriff's office protested Determan's anticipated return to duty on April 9.

NORTH DAKOTA — Canistota Police Chief Glenn Pulse has proposed that alcoholic beverage containers carry serial numbers and that vendors get buyers' names and driver's license numbers so that law enforcement officials can track people who sell or give alcohol to minors.

SOUTH DAKOTA — Yankton Police Chief Leon Cantin placed a classified job ad in a local newspaper saying "Make hundreds of dollars" by buying illegal drugs. The job in question was that of confidential police informant. The ad promised to pay successful applicants up to \$125 per drug purchase and said the danger would be "minimal." Cantin said the ad drew some good prospects and "some kooks."

Southwest

ARIZONA — April 24 will be the last day on the job for Pima County Deputy Sheriff Mark Penner, who officials say killed an unarmed man while making an arrest on April 1. Penner refused to testify before a board of inquiry and is now the focus of an FBI investigation.

NEW MEXICO — An ordinance mandating a 72-hour jail term for first-time DWI offenders went into effect in Farmington on April 1. Mayor Tom Taylor says the law proves the city will not tolerate drunken drivers, but some critics say the law is not tough enough.

Thirty-four Albuquerque traffic officers are said to be under order to write 300 tickets each month or face possible transfer. The local Police Officers' Association is challenging minimum-performance standards.

OKLAHOMA — The Oklahoma District Attorneys' Council has been awarded a Federal victim-assistance grant of \$883,000 that will be used to pay for counseling, transportation and emergency shelter for crime victims.

TEXAS — Black community leaders in Houston are demanding a new investigation after a grand jury refused to indict white ex-police officer Scott Tschirhart in the death of Byron Gillium, a black security guard. Gillium was shot six times — four times in the back — after Tschirhart stopped him for a traffic violation. Tschirhart said Gillium was reaching for a gun.

Cedar Hill police officer Grady Lamb, 24, was accidentally shot and killed by a fellow officer April 11 during a training exercise. The unidentified shooter was placed on leave pending an investigation.

A 1-percent drop in the state's highway death rate was recorded in 1989, the Department of Public Safety has reported. Included in the year's highway-safety record was the first deathless traffic day since Jan. 5, 1977.

The state Commission on Alcohol and Drug Abuse plans to launch a 20-month, \$750,000 ad campaign by the fall warning youngsters not to sniff inhalants. Officials say 28 percent of the state's 7th graders have sniffed paint, glue and some 400 other products.

Officials say a sharp rise in syphilis cases in Dallas County in 1989 can be blamed largely on the practice of trading sex for drugs. The county recorded a 60-percent increase in cases from 1988 to 1989, to 1,283 cases.

UTAH — Trial will begin June 26 in the case of ex-Wendover Police Chief June Carter, who has pleaded not guilty to charges of cocaine possession. The indictment charges that Carter had 1.8 ounces of cocaine in the trunk of a police car.



ALASKA — Anchorage Police Chief Kevin O'Leary has ordered an investigation into the 1982 hiring of police officer Jack Chapman, after newspapers reported that the officer had lost two prior jobs over issues of honesty.

CALIFORNIA — The Merced County Sheriff's Employees Association is considering its response to the county's imposition of a contract offer that had previously been rejected by the union. The county OK'd a 2.5-percent raise for deputies and 7.5-percent for correction officers. The union wanted the raises made retroactive to Jan. 1.

HAWAII — The five-day Operation Sweep 1990, intended to eradicate the lucrative marijuana crop on the Big Island, ended April 6. The operation, which involves National Guardsmen, Federal drug agents, Hawaii County police, Honolulu police, and national park rangers, led to the seizure of 1,406 plants in its first two days.

OREGON — Citing the work of civilian patrols, the Association for Portland Progress says harassment, fights and car vandalism have decreased in the downtown area while rising elsewhere. The patrols are funded by a \$1.6-million-a-year business tax.

Male police officers in Portland have won the right to wear earrings. The city attorney's office approved the practice after a police officer filed a grievance. But, said Capt. Wayne Inman, "I don't think the public is prepared to see a male police officer wear an earring."

WASHINGTON — Leaders of the minority community in Spokane are said to be pleased with a new police anti-drug videotape aimed at schools and civic groups. An earlier version of the tape was revised after critics charged that it stereotyped blacks as gang members and blamed blacks for the drug problem.

Gov. Booth Gardner has rejected a plea to declare a "crime and drug state of emergency" in Yakima and Franklin counties. The plea for the emergency declaration included a request for a \$2.6-million bailout.

Federal File

A roundup of criminal justice activities at the Federal level.



Office of National Drug Control Policy

Federal and local officials are engaged in an intensive campaign of "blame-manship" following the release of a report which says the year-old effort to make the nation's capital a "test case" in the war on drugs has largely been a failure. The report, issued by William J. Bennett, the national drug policy adviser, points to some limited successes in the anti-drug effort in Washington, including the creation of a special team of law enforcement agents, led by the Drug Enforcement Administration, that has been responsible for scores of arrests and the seizure of millions of dollars in drug-related assets. Federal officials laid the blame for the anti-drug campaign's failure at the feet of local officials, who they said failed to demonstrate a commitment to controlling drug abuse. City officials, for their part, said Bennett oversold the program from the start and did not back up his promises with Federal funds. The Bush Administration originally pledged to provide an extra \$100 million for drug programs in the city, much of which was supposed to be used for jail space to hold drug offenders and other criminals. But the city has been unable to agree on a plan for jail construction, so that much of that money remains unspent. As a result, Federal officials said, the city's jails are seriously overcrowded and drug offenders have been allowed to go free. One of the few things on which both sides could agree is that illegal drugs remain abundant on Washington streets and that there has been no decrease in the frequency of drug-related killings in the violence-scarred city.

Department of Agriculture

The Government has found that a red dye used in many lipsticks is a powerful herbicide that can kill marijuana plants. That conclusion, drawn from a Department of Agriculture experiment conducted in Hawaii late last year, led some Bush Administration officials to suggest that the dye be used in an airborne offensive against domestic marijuana plantations. The chemical, known officially as Red Dye No. 22, is said by Government chemists to change when exposed to light, producing a type of oxygen molecule that inhibits photosynthesis. During the field test in Hawaii, plants sprayed with the chemical withered and died in two days. In addition, officials said, the dye appeared to rid the plants of their psychoactive properties. The dye would pose no health risks if smoked, officials said.

Department of Housing and Urban Development

The first round of HUD grants under a pilot program to rid public housing and Indian projects of drugs have been awarded to 37 housing authorities nationwide, but a New York City Congressman has criticized the department for failing to include large cities in the program. "New York was left out of the funding," said Representative Bill Green, a Manhattan Republican. "We certainly have our share of problems. . . . What kind of Federal drug-elimination program ignored cities like New York, Philadelphia and Miami?" Joseph Schiff, a special adviser to HUD Secretary Jack Kemp, defended the distribution procedures for the \$8.2 million in the pilot program, noting that the projects that were funded met Congressionally established criteria, with severity of the problem being the most important factor.

Federal Bureau of Investigation

Members of a House Judiciary subcommittee called FBI Director William S. Sessions on the carpet April 5, accusing him of tolerating a "living hell" experienced by the bureau's black and Hispanic employees. At a tense hearing before the House Judiciary subcommittee on civil and constitutional rights, Sessions rejected the committee's assertions, noting that "dozens of initiatives are in place" to eliminate discrimination in the FBI. "I would dispute very strongly that there is no movement, because it is strong and institutionalized," Sessions said. Representative John Conyers Jr., a Michigan Democrat who was Sessions' most hostile critic, said the Director was "stonewalling" on the question of anti-minority bias in the FBI, which has been documented in recent court cases and internal investigations. A Republican member of the panel, Representative William E. Dannemeyer of California, noted with dismay the recent allegations that the bureau had retaliated against Hispanic agents who won a major discrimination case against the FBI in 1988. The judge in that case, Lucius Bunton, ordered the FBI to improve working conditions and to change its promotion policies for Hispanic agents, but he left it largely up to the bureau to determine how best to carry out his order.

Department of Transportation

California and five East Coast states face the loss of Federal highway funds for failing to adequately enforce the 55-mile-per-hour speed limit. In California, where 53.7 percent of motorists exceeded the 55-m.p.h. limit last year, Federal sanctions could cost the state up to \$28.4 million. The Transportation Department also said Connecticut, Maryland, Massachusetts and New Hampshire were in jeopardy of having funds withheld.

Department of Housing and Urban Development

As part of an ongoing effort to help control drug trafficking and other drug-related activities in public housing, HUD has launched a new Drug Information and Strategy Clearinghouse, which will maintain a database of relevant information on strategy and tactics, provide referrals, resource lists, HUD regulations and legal opinions, and publish a newsletter, "Home Front," containing innovative program ideas and announcements. The clearinghouse's hot-line telephone number is (800) 245-2691.

In Hugo's wake, houses go up — and so do local crime rates

The tidal surge that washed over South Carolina's Barrier Islands in the wake of Hurricane Hugo last September is now just a nightmarish memory for most residents as they continue with the task of reconstructing their homes and lives, but an influx of outsiders brought in to repair the storm's damage have left law enforcement officials grappling with a surge of a different kind: an unprecedented crime wave.

Isle of Palms Police Chief James Arnold told LENO that in the months since Hugo cut its destructive path through the area, the number of burglaries and larcenies rose 400 percent over rates recorded in previous years. Arnold speculated that the only reason crimes did not increase even more is because the island's bars and taverns remain closed and because his 15-officer department carried out some tactical programs aimed at slowing the burgeoning crime rate.

Arnold said an undercover operation effectively broke up a burglary ring and resulted in the arrest of several construction workers who had been brought in from outside the islands to aid in reconstruction efforts. Impromptu camps set up to house the workers were the scenes of frequent fights and other disorders. The local government passed an ordinance that banned workers from staying overnight on the island unless they were properly housed, and since

then, the robbery and burglary rate has edged downward, said Arnold.

"They were casing the houses by day and breaking into them at night," Arnold said, noting that one of the burglary rings was based in a "gypsy camp" of construction workers.

Arnold added that increased traffic enforcement has generated 50 or more arrests a month, with most arrestees charged with driving under the influence or driving without registration. Normally, Isle of Palms police officers make about 15 or 20 traffic-related arrests each month, Arnold said.

The chief said that he has not seen an increase in violent crimes, which he credits to the continued closure of bars and taverns.

Crime overall is beginning to decrease somewhat, Arnold said, but it is still higher than normal. "I'm sure [the decline] is because we were putting people in jail who were committing crimes or getting them off the island," Arnold said.

Isle of Palms police officers and a drug-sniffing dog are also conducting sweeps of local beaches, where construction workers would congregate for after-work parties, resulting in numerous arrests on drug and alcohol charges. The sweeps have helped, Arnold said, because "people know that if they bring [drugs] over here they're going to be arrested."

Similar crime problems have plagued Sullivan's Island, directly south of Isle of Palms, forcing Police Chief Jack Lilienthal to hire an additional police officer to supplement his five-officer force, and he also has increased the number of officers per shift from one to three. Lilienthal told LENO that burglaries on the island of 1,900 year-round residents have increased by 125 percent, due in large part to the influx of "Hugonites" — a term coined by local residents to refer to the construction crews aiding in the resort community's reconstruction.

"This was a quiet community — up until Hugo," Lilienthal said, "and five [officers] could comfortably patrol Sullivan's Island before the storm. Now it's pure hell around here."

The additional officer has helped to decrease the burglary rate and ease the calls for police response, which ballooned from 132 in January to more than 1,500 in March, but other problems remain. Lilienthal said the crews "work very hard during the daytime — and party hard at night," resulting in numerous arrests for disorderly conduct, public drunkenness and driving under the influence. The local government has enacted a permanent ban on the consumption of alcohol on the island's beaches.

The workers also have harassed

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Prepare to be bordered:

Kansas sheriffs oust aliens

Sheriffs in Kansas are routinely releasing illegal aliens arrested within their jurisdictions and transporting them to the next county line because prosecutors decline to pursue pending charges against the migrants, and officials of the U.S. Immigration and Naturalization Service say they lack the resources to detain, prosecute and deport the tens of thousands of undocumented aliens who commit criminal acts in this country each year.

The aliens, most from Mexico and Central American countries, hopscotch their way across the state as deputies in adjoining counties keep moving them along to the next jurisdiction.

Morris County Sheriff Gary L. Carner told LENO that last month 10 Mexican nationals arrested for trespassing and a Salvadoran arrested on suspicion of driving under the influence were released by deputies at the Lyon County line after Morris County Attorney Mike Powers said that the county would not pay to detain or prosecute the arrestees.

Carner said similar situations are a "weekly" occurrence in Morris County, about 75 miles northeast of Wichita, and in surrounding jurisdictions.

"Every county just transports them to the next county line and they go across the state like that, which is a joke, but nobody wants to deal with [the problem]," he said.

Morris County deputies apprehend up to 15 illegal aliens a week, mostly on burglary or trespassing charges that are later dropped and left unprosecuted because Powers estimates it would cost the county \$3,000 to \$6,000 to prosecute each one, depending upon detention expenses.

A U.S. Immigration official told LENO that the INS has neither the manpower nor the money to properly handle

the hundreds of thousands of illegal immigrants flooding U.S. borders each year.

"Can we hold 100,000 or a 150,000 each year? We have no detention capability that could possibly absorb those numbers of people," said INS spokesman Duke Austin. "We just physically don't have the resources to detain these people, process them, and deport them. Given the numbers of people we're dealing with, it's just not possible to pick them up. We have no place to put them."

Austin said that if law enforcement officials decide to prosecute illegal aliens, and if they are found guilty, INS would begin deportation proceedings

upon the completion of their sentences. INS officials would "take a hard look" at situations involving violent criminal aliens, said Austin. "We would most likely try to pick them up and house them some place while we're trying to deport them," he said.

"But we don't want the law enforcement agencies around the United States just picking up 'undocumented' who are breaking their laws and think the INS can just take them into custody and remove them, because [we] can't," said Austin. It is up to local jurisdictions to decide whether to prosecute cases, but even if convictions are achieved and sentences are carried out, hearings and

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Des Moines police have friends in the business

The Des Moines, Iowa, Police Department has become the beneficiary of the altruistic leanings of local businesses, trade associations and unions, through the donation of funds and services that have allowed the department to provide extra training for its officers and to purchase such items as video equipment and facsimile machines.

Arson investigators will soon receive additional training as a result of a donation by the Independent Insurance Agents of Des Moines, a longtime supporter of the department. But it's not the first time that the insurance association has made additional training possible. Earlier this year 20 Des Moines police officers went to Omaha for two weeks of specialized training, courtesy of the insurance agents. In the past, they also have supplied vans to the

traffic investigation unit and the arson squad, and donated video equipment to every division in department headquarters.

The insurance association's donations are part of a 20-year tradition of supporting city efforts to purchase equipment for its police and fire agencies, said John Jones of the police department's research and development unit.

Many police agencies shy away from well-meaning donations or, as in the case of New York and Baltimore County, Md., funnel them through foundations which then disburse the proceeds to avoid any suggestion of a conflict of interest. In Des Moines, donations to the police and other agencies are channeled into the city's treasury "and spent in accordance with ex-

Continued on Page 12

People and Places

Let there be light

A Washington, D.C., police officer who nearly quit the force because of the endless violence he witnessed on the job but who decided to stay after finding satisfaction from his work with students at a junior high school in a crime-ridden neighborhood has become the first law enforcer to be honored by President Bush's "Daily Point of Light" program.

William W. Johnson, a 20-year veteran of the Metropolitan Police Department, was named the 96th "Daily Point of Light" by the White House's Office of National Service on March 21. The citation, named for Bush's call for volunteerism that he dubbed "a thousand points of light," is a tribute to people or organizations "participating in community service" and is announced by the White House six days a week.

"What we're looking for is a group or individual addressing a social problem and solving the problem systematically," White House spokeswoman Tracey Taylor told LENO. Nominees are chosen by a selection committee and the President selects the finalists, she added.

Johnson's "personal interaction with the students at Woodson Junior High is what really caught our eye about him," said Taylor. Since last year, Johnson has been working with the students as part of his reassignment to community relations and founded a program that allows young people to learn about business while running their own enterprise.

Originally, Johnson had intended to use weightlifting as a means to instill discipline and self-esteem in the youngsters, most of whom are from disadvantaged backgrounds in drug-plagued Northwest Washington. But Johnson found he was \$50 short of being able to purchase a piece of equipment for the kids to use.

"Then I thought, 'A lot of kids bought candy around here. If they're going to spend money, they ought to get something back for it,'" he recalled in a Washington Post interview.

Johnson and about 60 students went into business by setting up the Conner-Harris Mini Mall, named for two young men who met violent deaths on neighborhood streets. It has evolved from Johnson's original idea of an 8-by-8-foot concession stand to an entrepreneurial "classroom" of seven shops selling everything from candy to books to flowers. The venture is run entirely by Woodson students, some of whom make T-shirts and other products offered for sale by the mini-mall.

Johnson, who only last year was so burned out from the endless violence he encountered daily that he almost quit the force, now works as much as 13 hours a day with the students, who have given a new sense of mission to his career.

Now that he has received official praise from the President, Johnson would like Bush to visit the mini-mall and see his work firsthand.

"My dream is that the President comes to Ward 7 and visits my kids, because I'm always telling them that regardless of what they hear, the President does care about them," said Johnson.

Another Ore-goner

Lieut. Col. Reg Madsen of the Oregon State Police has been named to succeed Emil Brandaw as superintendent of the agency, effective May 1.

Madsen, 49, who has served as deputy superintendent since 1987, joined the State Police in 1968 in the Crime Detection Laboratory Bureau, later becoming its director. He has served as commander of the Criminal Investigation Bureau and directed State Police operations in eastern Oregon.

Brandaw, a 37-year State Police veteran who has headed the agency since 1986, announced his resignation April 10, one day after authorities arraigned a suspect in the death of state prisons director Michael Francke, who was killed on Jan. 17, 1989.

Brandaw said the indictment of Frank E. Gable in the murder of Francke contributed in part to the timing of his announcement because, he said, "I was involved in what had happened and I wanted to see it through." He called the Francke investigation the "number-one" case handled by State Police during his career with the agency.

"As far as I can remember, the Francke case is probably the biggest case and issue the department has been presented with," said Brandaw.

Brandaw said he does not plan on taking other jobs after his resignation. "I plan on enjoying myself," he said.

His day in court

A trial date of Aug. 6 has been set for Rockwall County, Tex., Sheriff John McWhorter, who was forced to step down last October after being charged with stealing drugs from the agency's property room and money from an asset-forfeiture fund, among other criminal acts.

A PERF-ect couple

The achievements of two leading advocates of neighborhood-oriented policing styles will be honored by the Police Executive Research Forum at the group's annual meeting in Washington on April 30 and May 1. Police Chief Cornelius Behan, who has headed the 1,500-officer Baltimore County, Md., Police Department since 1977, will receive PERF's 1990 National Leadership Award, and Houston Police Lieut. Timothy N. Oettmeier will be presented with the annual Gary P. Hayes Memorial Award.

Oettmeier becomes the second Houston police officer to receive the Hayes award, established in memory of PERF's founding executive director, who died in 1985 at age 40. Assistant Chief Thomas G. Kohy received the first Hayes award in 1986 for his contributions to the quality of policing in Houston.

Behan, who began his police career as a patrol officer in the New York City Police Department and served for 31 years with that agency, has gained a nationwide reputation as a law enforcement innovator and proponent of problem-solving and community-policing concepts. He is an internationally known police leader and is a major participant in PERF and the International Association of Chiefs of Police, and has trav-

eled widely to share his ideas with law enforcement agencies as far afield as Great Britain, West Germany, Canada, Israel and Sri Lanka.

Behan is also an advocate of accreditation for police agencies. The Baltimore County force was one of the initial tests sites for the accreditation process advanced by the Commission for the Accreditation of Law Enforcement Agencies, and in 1984 was one of the first to achieve full accreditation. The agency was recently reaccredited by CALEA, one of the first to pass muster twice. He also has garnered a reputation as a foe of the National Rifle Association for his outspoken stands on gun-control legislation, and had a major hand in crafting Maryland's tough ban on the manufacture of cheaply made "Saturday Night Special" handguns.

"The law enforcement community is indebted to Chief Behan for his many contributions to the improvement of policing," said PERF's president, Dallas Police Chief Mack M. Vines, in announcing the award. "He has shown police leaders and citizens alike what a dedicated, compassionate law enforcement executive with the public's best interest at heart can accomplish."

"Never one to shy away from a controversy or a difficult fight, Chief Behan chooses his issues, sticks to his positions, and lands on his feet," Vines added.

Oettmeier, a 17-year veteran of the Houston Police Department who is director of training at the Houston Police Academy, will receive the Hayes Award for his "outstanding initiative in improving the quality of police service." Oettmeier, who contributed to the development of the department's Executive Sessions and Neighborhood-Oriented Policing initiatives, has been instrumental in carrying out the concepts of community policing begun under the leadership of former Police Chief Lee P. Brown.

Under Oettmeier's direction, the cadet training curriculum has been totally rewritten to reflect the department's community policing philosophy. The curriculum is being adapted by numerous U.S. police agencies and well as those in foreign countries. He also established a field training practicum that gives rookie police officers a chance to utilize problem-solving skills and develop strategies to address neighborhood issues.

Oettmeier, who has earned bachelor's, master's and doctoral degrees while rising through the ranks in Houston, "has exhibited the kind of commitment and imagination that has gained him the respect of his colleagues and the community he serves," said Vines.

Jacques Kiere has been serving as acting sheriff since McWhorter's suspension.

Numbering the days

Joseph Bessette, who has served as acting director of the Department of Justice's Bureau of Justice Statistics since September 1988, announced his resignation March 13.

Bessette will leave the agency, which collects and analyzes criminal justice data, effective July 13 to become the Tuohy Professor of Government and Ethics at Claremont McKenna College in Claremont, Calif.

Bessette, a career academician, told LENO he had been pondering a return to full-time teaching and the post at Claremont was an "offer that was too good to turn down." During his tenure at BJS, where he previously served as deputy director for data analysis, Bessette had continued teaching part-time at the University of Chicago, where he had earned a doctorate in political science, and at Georgetown University in Washington, D.C.

Bessette served as the director of planning, training and management at the Cook County, Ill., State's Attorney's Office from 1981 to 1984.

Bessette, 40, currently heads a staff of 50 that includes 25 statisticians who produce approximately 40 reports annually. He said his accomplishments at BJS included expanding the coverage of the bureau's data series to include felony sentencing statistics, recidivism and pretrial statistics, as well as expanding the offender-based transaction

statistics to include a greater number of states each year. It was during his tenure that BJS developed the Law Enforcement Management and Administration Statistics series.

At press time, Bessette's successor had not been announced.

Bright days lay ahead

Chicago Police Supt. LeRoy Martin appointed Robert Bright as acting head of the Police Department's oft-criticized Office of Professional Standards (OPS) on April 12, after its current chief administrator, David Fogel, announced his resignation.

Fogel's resignation after six years in the job becomes effective May 1, at which time he will return to his position as a professor in the Department of Criminal Justice at the University of Illinois-Chicago. Bright had served previously as co-administrator of OPS.

Fogel, who has been the target of criticism over the way OPS investigates complaints of police brutality, said his retirement had nothing to do with perceived shortcomings as an administrator. "I think the years I have headed up OPS have been the best, the most open, the most honest, the most professional" in the 16 years of the unit's existence, Fogel told the Chicago Tribune.

Martin said he had asked Fogel to stay on "in spite of all the rhetoric" surrounding OPS, and indicated he will continue to restructure the agency and seek to add retired police investigators to the office's staff of 64 civilian investigators. [See LENO, March 31, 1990]

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John J. Collins
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Marie Simonetti Rosen
Associate Publisher

Peter C. Dodenhoff
Editor

Jacob R. Clark
Staff Writer

Leslie-Ann Davidson
Subscriptions

Contributing Writers: Orday P. Burden, Joseph Welter (columnists).

Field Correspondents: Kenneth Bovasso, Michael Braswell, Hugh J. B. Cassidy, Jack Dowling, Tom Gitchoff, Ronald Van Raalte

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A breakthrough for troubled youths

A whole generation of youth in our inner-cities, most of them minorities, are in danger of being written off as hopeless. Delinquency, crime and drugs are rampant among them, and too many

Burden's Beat

by Ordway P. Burden

Americans believe the only answer is to lock them all up and throw away the key. It's a depressing prospect, not to mention horrendously expensive. Our bill for prisons is already running into the multimillions.

So it is heartening to report that not everyone has given up on these young people. One small candle in the gloom has been lit by the Breakthrough Foundation of San Francisco, which has a program that bids fair to turn around the lives of at least a few troubled — and troublesome — youths. The program, called "Youth at Risk," is now operating in 26 metropolitan areas nationwide.

It's designed to force young people to confront themselves, to learn self-discipline and responsibility, and to set goals for their lives. The centerpiece of the program is a 10-day camp in a rural setting during which the participants

undergo rigorous physical activity, learn trust, and are counseled in group discussions on how they can change their lives. For a year after the camp, they attend group counseling sessions and meet regularly with mentors, who monitor their progress.

The local Youth at Risk programs are operated by trained volunteers with guidance from Breakthrough Foundation professionals. Some local programs are organized by probation departments, school systems, or tenants' associations; others are formed by groups of concerned citizens. About a quarter of the young people who are invited to participate agree to do so. They are required to make a commitment to complete the program, which lasts more than a year. Two-thirds are young men between the ages of 16 and 20; one-third are young women. Almost all have drug or alcohol abuse problems, half have been convicted of crimes, many have suffered physical or sexual abuse, and virtually all are doing poorly in school or in the job market.

In groups ranging in size from 40 to 80, the youths are taken to a woody campsite with such amenities as lodges, a cafeteria-style dining hall, swimming pool, classrooms, and sites for a rope course and running track. Roughly 70

percent of their time during long days at camp are spent in course work — primarily discussions of their problems and how they can transform their own lives.

Said Courtney Holton, a spokesman for the Breakthrough Foundation, "What we work on is building trust and separating the reasons the kids give for why they are the way they are — why they're drug dealers or commit crimes, for example — from the plain old facts." In short, the idea is to force the young people to confront reality and not make excuses for delinquent or criminal behavior.

After the 10 days at camp, the youths go back home. For the next year they are expected to attend monthly group sessions to reinforce the lessons. They also meet regularly with individual mentors. The results have been excellent. In Washington, D.C., for example, of 87 young people who took part in the first Youth at Risk program there, only five had returned to the street life after a year in the program, the others were working or going to school regularly and staying out of trouble. Independent research of Youth at Risk programs in California between 1982 and 1986 has shown gratifying results, too. Marijuana use by participants declined by one-

third, felony crimes went down by half, those who were still in school showed less truancy and better grades, and those in the work force were on the job more than five times as many hours per week as they had been before their exposure to the program.

Youth at Risk may not be a panacea for all the ills of urban youth, but it has promise. As one Philadelphia high school student said, "They put in my mind that I can change myself." And that's the whole idea. Youth at Risk costs about \$3,000 per participant, an investment that compares very favorably with locking them up.

The Breakthrough Foundation was founded by Daniel L. Miller, a former Foreign Service officer and executive of the New York State Urban Development Corp. and the U.S. Department of Housing and Urban Development. The Youth at Risk program is based on the work of Werner Erhard, founder of est training. It is now in use in Albuquerque, Atlanta, Boston, Bridgeport, Conn., Chicago, Dallas, Detroit, Denver, Hartford, Conn., Honolulu, Houston, Los Angeles, Miami, New Haven, Conn., New York, Newark, N.J., Oakland, Orange County, Calif., Philadelphia, Phoenix, Portland, Ore., San Diego, San Jose, Seattle, Springfield, Mass.,

and Washington.

The 911 emergency phone system in New York City has become a victim of its own success. Last year, 2.3 million more calls came to 911 than were recorded when the system started several years ago. The trouble was that a lot of them were not about real emergencies. Citizens were calling 911 to report street lights out, cats in trees, and noisy kids. The city produced TV public service announcements urging citizens to save 911 for real emergencies. Creative talent for the spots was donated by Ad Hoc Marketing Resources Inc., which is headed by Karen Hochman, my associate on the board of the Law Enforcement Foundation and a former member of the New York City Police Auxiliary. She's a first-rate exemplar of volunteering on behalf of law enforcement.

(Ordway P. Burden is president of the Law Enforcement Assistance Foundation and chairman of the National Law Enforcement Council. He welcomes correspondence to his office at 651 Colonial Blvd., Washington Township, NJ 07075. Seymour F. Malkin, the executive director of LEAF, assisted in the preparation of this article.)

UCR says crime continued to climb in '89

The number of serious crimes known to U.S. law enforcement agencies continued to edge higher in 1989, fueled by increases in all categories of violent crime.

According to preliminary Uniform Crime Reporting statistics released by the FBI on April 8, the 3-percent increase in overall reported crime was the same as the increase recorded in 1988,

and compares with a 2-percent rise in 1987, a 6-percent increase in 1986 and a 5-percent increase in 1985.

Cities with populations of over 50,000 showed a 3-percent increase in crimes, while suburban and rural areas and cities outside metropolitan areas recorded a 2-percent increase.

The violent-crime category showed an aggregate increase of 5 percent, based

on increases of 7 percent for robbery, 4 percent for murder, and 5 percent for aggravated assault. Reports of forcible rape rose by 1 percent.

Among property crimes, reported motor-vehicle thefts continued a steep climb, increasing last year by 9 percent. Reports of burglary and arson were down by 2 percent.

Rates of violent crime appeared to follow no particular pattern with regard

to the size of communities. In cities of 10,000 to 24,999 residents, violent crimes rose by 6 percent, but by only 3 percent in cities of 500,000 to 999,999 residents. Cities with 1 million or more residents recorded a 6-percent rise in violent crimes, with many of the largest U.S. cities noting increases in homicide rates last year, in some cases breaking old records. [See sidebar.]

Each of the nation's four geographic

regions recorded increases in the Crime Index total over 1988 figures. Serious crime was up by 3 percent in the South and West, and up by 2 percent in the Northeast and Midwest regions.

The preliminary UCR figures are taken from reports made to law enforcement authorities nationwide covering 98 percent of the U.S. population. The final UCR figures for 1989 will be released this summer.

The crime rates, they are a-changin'

The highest percentage increases and decreases in crime rates for U.S. cities, 1989 vs. 1988

Increases	1989 Rate per 1,000	Pct. change from 1988
Montgomery, Ala.	63	16%
Phoenix, Ariz.	109	18%
Little Rock, Ark.	138	14%
El Monte, Calif.	77	13%
Long Beach, Calif.	95	17%
Ontario, Calif.	86	21%
Pasadena, Calif.	79	15%
Bridgeport, Conn.	125	19%
Atlanta, Ga.	207	13%
Macon, Ga.	101	14%
New Orleans, La.	113	13%
Sterling Hts., Mich.	52	14%
Springfield, Mo.	90	14%
Elizabeth, N.J.	118	22%
Raleigh, N.C.	75	14%
Winston-Salem, N.C.	106	15%
Philadelphia, Pa.	70	16%
Pittsburgh, Pa.	96	13%
Knoxville, Tenn.	72	13%
Decreases		
Jacksonville, Fla.	104	-19%
Yonkers, N.Y.	54	-11%
Portland, Ore.	128	-20%
Lubbock, Tex.	76	-18%

For some localities, murder proves a growth industry, as records fall

At least a half-dozen of the largest U.S. cities recorded their highest murder rates ever last year, providing a grim human face to the 3-percent rise in overall crime reflected in the preliminary Uniform Crime Reporting statistics published by the FBI. The following is a roundup of homicide and other crime trends compiled in published reports for selected U.S. cities:

¶ **Atlanta** FBI figures show that Atlanta recorded the worst overall crime rate per capita of any major U.S. city, with a rate of 207 crimes per 1,000 people. It also ranked first for violent crimes, with a rate of 40 crimes per 1,000 people. Atlanta had the second highest incidence of rapes, with 1.62 per 1,000 population, and its homicide rate of .58 per 1,000 people was the third highest in the country, behind Washington and Detroit. The biggest jump in crime came in the property crimes category, which includes burglary, larceny and auto theft.

¶ **Baltimore**: Drugs have been blamed for a sharp rise in homicides last year, when at least 257 murders were reported as of Dec. 28, 1989, up from 230 homicides in 1988. Police say that 40 percent of the killings were

drug-related. In Prince George's County, Md., which lies just outside of Washington, 60 percent of the 127 homicides recorded as of Dec. 28 were said to be drug-related. The county's murder total represented a 23-percent increase over 1988's 103 killings. Murder rates were also up in Anne Arundel, Baltimore, Howard and Montgomery counties, and police blamed an increase in domestic violence for some of the murders.

¶ **Houston** Motor vehicle thefts soared by 22 percent in Houston last year, and police there blame much of the thefts on drugs. Murder rose by 4.3 percent, from 440 to 459, and thefts were up by 5.5 percent, contributing to an overall increase of 4.2 percent in Part I crimes.

¶ **Kansas City, Mo.** The city's homicide rate was expected to pass the old record of 139 set in 1980. A woman found beaten to death on Christmas Eve became the 139th homicide victim.

¶ **Los Angeles** Gang-related homicides were expected to exceed 500 last year, compared to 452 such murders in 1988, said Los Angeles County Sheriff Sherman Block, helping to increase the

violent crime rate by 15 percent. The city recorded a total of 877 murders in 1989, the second largest total of victims recorded.

¶ **New York City** The nation's largest city also recorded the highest number of homicide victims in the nation last year with 1,905, breaking the previous record set in 1988. Robberies were up by 7.9 percent in New York, and auto thefts also increased.

¶ **Oakland, Calif.** The city's old homicide record of 146, set in 1980, fell last year when at least 148 homicides were recorded as of Dec. 30. Police say that while many of the slayings are drug-related, there have been increases of domestic homicides and killings among people who knew each other.

¶ **Philadelphia** The 481 killings recorded as of Dec. 21 easily surpassed the city's 15-year-old record of 444 homicides. Police blame better-armed drug dealers.

¶ **Washington, D.C.** The nation's capital ranked first in homicide on a per-capita basis with 433 murders or 70.2 per 100,000 people. The death toll exceeded the previous all-time high of 369 set in 1988.

Police safety is at center of tug-of-war over vest standards

Continued from Page 1

armor that will consistently pass that NJ test, because of its violation of the orientation of ballistics testing, is to make a semi-rigid, stiff, less-wearable design. It can be done. If the armor industry does that, they make a higher profit. They're resisting doing it because they know the armor will not be worn."

Industry Motives Questioned

Law enforcement officials contacted by Law Enforcement News remain unconvinced of the PPAA's standard and the motivation behind it. Most said they feel more comfortable with a standard set by a neutral entity such as NIJ, as opposed to one set by the industry itself. Even some industry leaders questioned the wisdom of the industry policing itself through self-promulgated standards. But nearly all agreed they did not want to see the intervention of the Federal Government to settle the matter, as has been proposed by some Congressmen.

"All I want to do is make an honest judgment," said Ithaca, N.Y., Police Chief Harlin McEwen, who is the current chairman of NIJ's Technology Assessment Program Information Committee (TAPIC). McEwen said TAPIC members have asked the PPAA to provide data supporting the contention that the industry's standard is superior to the NIJ's.

"They have never presented one shred of scientific data to support their claim," he added.

[When questioned on this matter, PPAA's executive director, Larry Gates, told LEN that "the testing that went on in the development of the 05 standard was done confidentially, using many of the manufacturers' products, and that was proprietary information of those companies." Gates added that the PPAA has been granted approval to present the data at NIJ's body armor workshop on June 6 in Reston, Va.]

An "Independent Entity"

There's no way that we can allow manufacturers to establish a standard that they themselves are going to manufacture. That just doesn't make any sense," McEwen said.

That view was echoed by New York Police Commissioner Lee P. Brown, who said he supports the NIJ standard. "My concern... is that [equipment] meet certain standards and that those standards provide the best protection for our officers. Those standards should not be developed by the industry itself, but should be developed by an independent entity, and I think the independent entity should be NIJ because NIJ has been working in that area for a long time."

San Jose, Calif., Police Chief Joseph McNamara last year issued a directive — since overturned in the face of union objections — that mandated the wearing of body armor, after the shooting deaths of two San Jose police officers who could have been saved had they been wearing body armor.

McNamara also spoke to the need for an "independent voice" to set standards.

"I don't see why we can't discuss both [standards] and individual agencies can certainly set their own policy based upon their consideration of what both sides are saying," he noted. "We did a lot of our own testing... and that, coupled with NIJ's testing, can give departments pretty good indications. You need to balance the protective capacity of the vest over its wearability."

The International Association of Chiefs of Police unanimously passed a resolution last October supporting NIJ's standards and testing program, in which the association agreed to "propose and support Federal legislation supporting the National Institute of Justice's Technology Assessment program." Other policing organizations, such as the Fraternal Order of Police and the International Brotherhood of Police Officers, have also publicly declared their support for NIJ.

Houses Divided

Dover, N.H., Police Chief Charles Reynolds, a former IACP president, questioned the "inherent conflict" in the PPAA's development of its own standards, which he said were formulated "in the darkness of night, without any police input."

"The development of any standard unilaterally, by the people who make the product, seems to be inappropriate," Reynolds told LEN.

But there are signs of division within the IACP over the body-armor issue. IACP's Division of the State Association of Chiefs of Police, meeting April 20-21 in Columbus, Ohio, will hold a forum on the standards debate, and delegates are to consider a resolution against allowing the NIJ to regulate the body-armor industry. Chief Darryl Bruestle of Wilmington, N.C., who is general chairman of SACOP, said that members "are afraid of the Federal Government having to become a standard-setter by legislation, and also that NIJ would become very similar to the Protective Personal Armor Association — somebody that's involved in testing and also is going to be enforcing standards. They could lose their objectivity."

Du Pont is underwriting some of the expenses of the meeting, but Bruestle minimized the relevance of this involvement, noting that Du Pont, the 3M Company and others have supported SACOP meetings "for years."

"It has nothing to do with the body-armor issue," he said.

Corporate Pullout

Asplint is also afoot within the industry. Point Blank Body Armor, one of the founding members of the 13-member PPAA, pulled out of the association over the issue, said Richard Stone, the company's president.

"Frankly, we don't feel that any of these businesses have any right to set standards contradicting the standards that have been set by the NIJ on behalf



Richard Davis, the inventor of Second Chance body armor, demonstrates the efficacy of his product by shooting himself in the torso with a 44-caliber Magnum. The shots made holes in the protective vest, but Davis was not hurt. (Wide World Photo)

of the law enforcement community. I don't have to wear the vests; the cops do, and the cops have set these standards through the NIJ. In that respect, the standard is truly a law enforcement community standard insofar as they're represented by TAPIC and NIJ," Stone told LEN.

"We don't feel as an industry that we have any right whatsoever to set up a standard that is demonstrably weaker and easier to pass than the standard which has been set up by the people who are using the vest," he added. "So we withdrew from the association and we have not gone along with their standards. As a matter of fact, we've supported the NIJ and the police community in its fight with the standard."

Vendetta Against Industry

The PPAA's Larry Gates, a longtime Du Pont official before taking the trade-association post, says the questions raised regarding the association's motives are part of a vendetta against the industry.

"I don't understand... why a governmental body feels that they should develop a standard that should make a product fail when, in the field, it has performed flawlessly for almost 20 years," he said.

PPAA's standard is "probably the best personal body armor standard that's ever been produced," he insisted. "It has much tougher, broader ballistic threats than the Government standard. It covers the threats that are on the street today. The Government standard is about 10 years obsolete — maybe more. They haven't kept up with the threats that are on the street today."

The PPAA will present data at the NIJ body armor workshop in June to prove that the industry standard is worth its mettle, he added.

Du Pont's Bachner insisted that the industry wants nothing more "than to have one voluntary, Federal Government standard for soft-body armor. It was only in sheer and total frustration that the industry gave up on that and decided to build their own standard because they couldn't get NIJ to be

responsive to their needs or the needs of the law enforcement community for a consistent test method."

Congress About to Step In

That may not come to pass. There are rumblings in Congress to propose legislation that would grant the NIJ sole jurisdiction for setting body-armor standards and would fine those who do not comply. In a letter to Edgar S. Bullard Jr., Du Pont's chairman and chief executive officer, Representative Edward F. Feighan of Ohio intimated that he and five other House members who signed the letter are considering "legislative initiatives to establish a requisite minimum level of protection for all vests." At press time, Feighan's office confirmed that legislation addressing the controversy was in the works.

Bachner gave LEN a chilling portent of what he said such legislation might bring. "The body armor that police officers have today will be immediately obsolete and it will have to be replaced with significantly heavier, less wearable models. And the net result will be that fewer police officers will wear body armor and more police

officers will die."

While few parties in the body-armor dispute want to see formal Federal intervention, some see it as the only way out of the stalemate. Point Blank's Stone said: "I don't love the idea of Government legislating everything and everything being controlled by Government agencies. But on the other hand, with something like this, I don't see that there's any choice. Otherwise, one of these days you're going to wind up with some cop laying in a pool of blood and then everybody's going to look at each other and say, 'How'd this happen?'"

[For more information, consult the following publications:

From the NIJ Technology Assessment Program Information Center: "Ballistic Resistance of Police Body Armor NIJ Standard-0101.03"; "Selection and Application Guide to Police Body Armor"; and the "Police Body Armor Consumer Product List, 4th edition." Call 1-800-248-2742.

From Du Pont: "The Body Armor Standards Controversy: A Report to Law Enforcement." Call (302) 999-3007.]

Crime wave washes up on SC's hurricane-swept islands

Continued from Page 3

female residents of the island, and Lilienthal expressed concern that the number of rapes and sexual assaults will increase this summer.

"Rapes are up in South Carolina compared to last year," he said, "and we expect to see one hell of an increase in rape this year." Women are advised to travel to the beach in pairs or in groups, he added.

Like Arnold, Lilienthal has instituted a vigorous traffic enforcement operation and 85 percent of those stopped by police officers are found to have criminal records. DUI arrests have increased from about 20 last year to "100, 150 this year," the chief noted.

Island residents whose homes were damaged in the storm have been vic-

timized by breach of trust scams in which they would pay 50 percent of a repair estimate to people soliciting work for construction firms, who then would disappear with the cash. There have been 12 such cases, said Lilienthal, resulting in four arrests. Two arsons — set in revenge by Hugonites squatting in damaged residences who were later forced out by police — have been reported, he added.

Despite the crime wave, the resolve of area residents to recover from the disaster has never wavered, but most realize things will never be the same.

"I don't think we'll be back to normal for one and a half to two years," said Lilienthal. "The island lost over 100 homes. It will never be like it used to be."

NYPD execs get taste of business school

A second group of 15 specially selected New York City police captains, deputy inspectors and civilian managers are in the thick of an eight-week advanced training program taught mostly by faculty of the Columbia University Graduate School of Business — one that officials hope will provide the New York City Police Department with a substantial pool of highly trained and motivated senior executives.

The establishment of the Police Management Institute (PMI) was set in motion by former Police Commissioner Benjamin Ward, and the first group of participants entered the program in March 1989. They attend a series of eight one-week seminars that are held throughout the year at Arden Homestead, Columbia University's executive education center in Arden, N.Y.

The aim of the program is to "build a cadre of senior managers who are exposed to a broader range of management techniques and issues than would ordinarily be the case within the Police Department and within the training that currently goes on in the academy," said Michael Farrell, the Director of Special Projects in the office of First Deputy Police Commissioner Raymond Kelly.

What makes PMI different from other police management programs is that it is taught entirely by experts from the Columbia Graduate School of Business, who provide participants with "lessons and issues on the full range of management topics [and] issues affecting a variety of management programs," particularly those in private- and public-sector organizations, said Farrell.

The emphasis on private- and public-

sector management, Farrell observed, provides participants with "an opportunity to not be encumbered by a parochial view of the department and how they operate now, so they can look at the personnel practices and general lessons that are applicable to any big organization, regardless of their mission."

That allows participants to "extract lessons that are relevant to the Police Department without getting bogged down in arguments and war stories that would come from cases [focusing] on a police department," he added.

PMI participants live at the Arden facility during each week they attend seminars. The residential requirement was seen by NYPD planners as crucial to allow an intensive focus on coursework. The seminars are staggered

throughout the year so that participants can remain in their commands and continue with their policing responsibilities. At the end of each seminar, however, they are given assignments in which they apply to the field what they've learned in the classroom. For example, they might be called upon to set up a precinct budget and detail how the money will be spent.

"By having them detail exactly the dollar value of resources at their disposal, they begin to get a better appreciation of how best to manage them," said Farrell. "And that's the case in each of the topic areas that are covered."

The lessons can translate in savings for the department in real-life situations, Farrell noted. "Their improved ability to manage the resources available to them more than compensates" for the \$300,000 yearly cost of the program, which is covered by the city budget, he said, adding that bad management decisions can easily cost an agency like

the NYPD much more than that amount.

Participants, all of whom must hold bachelor's degrees, go through a rigorous selection process that includes being nominated by senior chiefs, completing an application that outlines their educational and professional backgrounds, and submitting an essay. The Police Commissioner makes the final determination on who is enrolled in PMI.

Farrell said programs like PMI are needed by the department because it is unable to hire managers from the open market and must cultivate its own managers from the rank-and-file. The NYPD has no lateral-entry policy, hiring only entry-level police officers, most of whom join the force in their early 20's.

Farrell said that Police Commissioner Lee P. Brown supports the PMI program because it fits with his philosophy of community-oriented policing and his desire to increase the role of education in the police profession.

Despite lawsuit, sheriff still believes in his turn-in-a-dealer billboards

A South Carolina sheriff who posted billboards promising to pay for information leading to the conviction of drug dealers says he remains unwavering in his support for the two-month-old program despite public criticisms of the effort and a \$40-million lawsuit filed by a woman who claims the sheriff reneged on promised payments to her for drug-trafficking information.

Anderson County Sheriff Gene Taylor, a former TV news reporter who has held office since January 1989, said critics who have charged that the billboards lure citizens into dangerous undercover work "are more supportive of the Medellín cartel than they are of law enforcement."

The billboards, which were erected in February, read: "Need cash? Turn in a drug dealer." Modeled on a U.S. Customs anti-drug effort, the program allows informants to receive as much as 25 percent of the assets seized from any dealer they help to arrest. Taylor said that no payments have yet been made because no dealers have been convicted. In fact, no arrests have yet been made under the operation, he said.

"We expect it will be between six months to a year before we make any move to arrest anybody connected to it," said Taylor of the program.

In March, Robin M. Pickens filed suit against Taylor and the Sheriff's

Department, contending that she was not paid for her efforts against dealers. Pickens also claims that Taylor failed to make promised mortgage payments on her home. Pickens' efforts reportedly led to the conviction of a cocaine trafficker and the Associated Press said she was paid \$3,000 for her efforts. Taylor denies offering to pay her mortgage.

Taylor told LEN that Pickens' lawyer, James B. King, is one of his biggest political opponents and "has been known to tell an untruth." Other lawsuits against the Sheriff have been filed in the past by King, whom Taylor likened to a "rabid chihuahua — constantly foaming at the mouth and yapping at my heels." He dismissed the lawsuit as "not worth the paper it's written on."

"The billboard campaign started in February; [Pickens] made these drug buys in August. So she's just trying to jump on the bandwagon. [King] jumped on it and tried to make it look like it was bad. She had nothing whatsoever to do with the operation. Her allegations in the lawsuit are totally false," Taylor asserted.

Taylor added that Pickens had been arrested twice recently on charges of grand larceny and forgery.

The billboards are still up, and while investigators receive about 10 calls per

day, drug arrests have not increased noticeably from the usual 5 to 10 per week.

"A person who helps us tremendously can make more than a person that just went out, like Ms. Pickens did, and spend three hours of her life making a couple of dope buys. Information like that is not worth nearly as much as someone who goes across state lines, setting up the deal, someone who testifies, someone who is in some type of danger," said Taylor, who declined to say how many informants are in the field or how long the program might last.

"It has made the dealers a little more paranoid, a little less likely to deal with strangers or people that they don't know that well," he said.

"Using informants is an ages-old practice of law enforcement. The only thing we did was put up a billboard and let people know that we pay informants. It's not really anything that radical," Taylor added.

A plan by the Sheriff last year to set up narcotics checkpoints drew fire from civil libertarians who contended that the roadblocks violated Fourth Amendment protections against unreasonable searches and seizures. Taylor responded that the checkpoints had resulted in arrests and that the program should be expanded.

National Guard gets the OK to demolish Michigan crack houses

A team of nearly 100 members of the Michigan National Guard's Engineering Corps will begin demolishing abandoned, decrepit structures being used as crack houses in May as part of a Federally-funded pilot program that eventually will result in the razing of up to 50 homes during the summer.

Louis Glazer, director of the Michigan Department of Commerce's Neighborhood Builders Alliance, told LEN that Gov. James J. Blanchard has proposed \$1.75 million in the state budget to expand the demolition program and extend it past Oct. 1, when the state's new fiscal year begins.

Officials are currently evaluating potential demolition targets and have not yet made a final determination on which cities will participate in the program, Glazer said.

The program, proposed by Blanchard in his State of the State address this past January, is funded with part of the \$474,000 allotted to the Michigan National Guard by the Pentagon for anti-drug operations. It was postponed when the National Association of

Demolition Contractors, a trade association, formally objected to the use of Guardsmen to tear down buildings. By law, local contractors must give their approval before the National Guard can use Federal funds to demolish houses. State officials assured the association that the program "will supplement local efforts, so we're not taking away business," Glazer said.

The program also was snagged by procedural and logistical problems, including concerns about rodent control, asbestos removal, legal issues and the types of equipment that will be used. These matters are being cleared up, Glazer added.

Local governments will request the demolitions, which can be carried out only after the property has been legally condemned.

"The Guard will be asked by the local government to tear down a home that they are legally allowed to tear down having gone through the condemnation process, and they will identify that home as having been used in

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Covering their assets:

Diversion of forfeiture funds comes under scrutiny

Continued from Page 1
oversaw many millions of dollars in drug-related assets seized by the Federal Government.

Cary Copeland, the director of the Justice Department's Executive Office for Asset Forfeiture, told LEN that the department had not received a complaint from the NYPD on the diversion of funds. He speculated that a check drawn by the Justice Department was placed in a city-controlled police fund, at which point the money is "not tied into our fund anymore," and is under the control of the city.

Copeland said that some local governments have voiced displeasure over asset-forfeiture proceeds going to law

enforcement since the program has grown so dramatically since it began in 1985, when \$27 million in cash and property was seized. In 1989, about \$580 million in property and assets was seized. Since 1986, law enforcement has received as its share \$400 million.

"We are encountering more instances where government bodies want their share. So far, we've been successful in persuading them not to seek funds," he said, adding the whole idea behind the fund was to "foster improved law enforcement cooperation."

"Obviously, if we're giving the money to the cops only to have it taken away from them and then end up giving it to somebody else, that's not fostering

cooperation," Copeland said. The Justice Department sees the fund as a way to "reinvest proceeds from forfeitures to yield more forfeitures," he added.

In a related case, ownership of an Orange County, Calif., ranch used as a transfer point for narcotics shipments was forfeited to the Orange County Board of Supervisors in October 1988, whereupon the Orange County Sheriff's Department made plans to turn the 213-acre property, worth about \$1.3 million, into a multiagency drug enforcement training center. But the Board of Supervisors had other ideas, and voted last January to sell the property, perhaps to a residential developer.

"That didn't exactly sit well with

the Federal Government," said Assistant Sheriff Walter Fath, since Federal agents were to be trained at the facility as well. Fath said the property, which includes several buildings, was the first piece of land seized under the Government's asset-forfeiture program back in 1985.

No final determination has yet been made on the fate of the property but Fath said that the Board of Supervisors has directed the Sheriff's Department to seek alternate sites for its proposed training center. And no decision has been made on what the county might do with money from the land's sale.

Fath said there has been "great movement" by localities seeking to gain

shares of proceeds from asset-forfeitures, which could ultimately affect law enforcement's ability to continue effective drug-enforcement strategies. The Sheriff's Department, which heads the Regional Narcotics Suppression program that involves 23 local police departments and four Federal agencies, has received \$57 million in cash in the past three years from asset forfeitures. President Bush visited the county last April to present a \$4.2-million check to the Sheriff's Department.

The money is one of the reasons the department has been so successful at drug enforcement, Fath said, "because we've been able to put money back into fighting narcotics."

Other Voices

A sampling of editorial views on criminal justice issues from the nation's newspapers.

Drug dealers 1, Government 0

"Who's responsible for losing Washington, D.C.'s short-lived war on drugs? Spin The Blame is now the hottest game in the nation's capital as the Bush Administration prepares to admit that its we'll-show-'em effort to stamp out drugs in its own backyard has failed miserably. Neither drug availability nor the number of drug-related killings in this bullet-riddled city have declined. So after shutting out District officials from the planning and execution of the anti-drug operation, the White House is now claiming the city is responsible for the Fed's failure. Spin control — and not a policy review — is the object of this game: The Bush Administration is trying to squirm out of an embarrassing spot, much like the schoolboy who sincerely explains that his dog ate his homework. Yet the Administration has it all wrong. Even the best anti-drug program ever constructed (and this one certainly wasn't) couldn't solve Washington's drug problem in a year. And anyone who thought as much is a prime candidate for drug screening. What the White House's emphasis on quick-fix solutions does expose, though, is how little it understands how drugs gnaw away at our cities. When drug czar William Bennett announced an emergency rescue plan for Washington last year, he said it would be a 'test case.' According to Bennett, Feds in white hats would ride into town and deliver the District's good citizens from the murder and mayhem drugs had wrought — as well as from the wretched local government that had apparently lost control. Bennett ignored the city's request for more police, instead offering up an interagency drug task force, a promise of more prison space and a piddling number of outpatient treatment slots. The drug czar's reliance on law enforcement at the expense of treatment and education foreshadowed his national drug strategy. As Washington goes, so goes the nation. Now that this rubber-band-and-chewing-gum approach has not produced overnight success, Bennett is pointing fingers. Even more disturbing is that President Bush may use this unhappy 'test case' as a rationale for denying cities and other communities more aid to fight drugs. What folly. The real value of a test case is what one learns from it. Find the weak spots of the D.C. program — such as lack of treatment and education — and eliminate them. If anything, Bush should be using the anniversary of his drugbusters plan to assure Americans that he won't bail out when the going gets rough."

— New York Newsday
April 9, 1990

Press the drug war to help fight crime

"The drug disease has left us vulnerable to another infection — a crime epidemic. Burglaries, robberies, murders and maimings are thriving in the drug-weakened society. The most recent FBI Uniform Crime Report says that we're far from finding a cure. Serious crimes rose in 1989 for the fifth straight year. The number of reported violent crimes rose 5 percent in 1989. Murders were up 4 percent. Property crimes rose 2 percent. Illicit drugs bear most of the blame for this crime. No community — large or small — is immune. The world drug trade is now a vast and frightening \$500 billion-a-year business. The U.S.A. is cooperating with other countries to ease the drug disease. But the real hope for a cure is curbing demand here. Some people would like you to think it's easy — legalization. Take away the punishment, and the crime disappears. Simple. Drug war won. Disease cured. That's no victory; that's surrender. Keeping drugs illegal is obviously not enough to inoculate people against the drug disease. But it's a crucial part of the cure. The rest of the treatment calls for a thorough education about the lifetime costs of drugs. It calls for teaching people how to make better choices and making sure those choices are available. It calls for more and better drug treatment facilities. It calls for continued law enforcement vigilance. There are no magic bullets to cure the drug disease. The best medicine for this problem takes time — and is often the hardest to swallow."

— USA Today
April 11, 1990



Constantine:

Legalization talk couldn't come at a worse time

By Thomas A. Constantine

As Superintendent of the New York State Police, I am confounded and concerned by the recent stand some prominent people have taken advocating the legalization of drugs, and I feel compelled to present my personal and professional views on the subject.

Legalization proponents argue that having drugs readily and legally available will not result in a significant increase in the number of addicts. This argument ignores the fact that legal sanctions against drug use are a significant deterrent to experimentation. It is much easier to resist the temptation to experiment with drugs when obtaining them requires contact with criminals who are just as likely to assault and rob you as they are to sell you drugs, than it would be if they could be obtained from a pharmacy, convenience store or a government outlet.

Moreover, if experimentation increases because of easy availability, addiction will certainly increase, with the most tragic addicts being the babies who are born to mothers who used drugs while pregnant. Legalization of drugs would result in hundreds more addicted babies born every year and thousands more teen-age and adult addicts.

Legalization proponents argue that legalizing drugs will eliminate violent battles to control drug trafficking. Unless the government distributes any and all drugs to whoever wants them, in whatever quantity the user wants (actions that even the most liberal legalization proponents don't endorse), there will be an illicit market for drugs, and that market will be controlled by violent criminals.

Legalization proponents argue that legally selling drugs at a government-regulated low price will eliminate the need for addicts to commit crimes in order to finance their drug purchases. The current glut of cocaine has driven prices to the lowest levels in history, but this certainly hasn't eliminated drug-related prostitution, burglary and robbery. No matter how low the price, an addict with no source of legitimate income will be driven to commit crimes to obtain the money to buy drugs. Furthermore, crimes committed by people under the influence of drugs — abuse, neglect and sexual exploitation of children, spouse abuse, vehicular assault, and homicide — will certainly increase as the number of drug users and addicts increases. Legalization proponents argue that legalizing drugs would allow society to save the money spent on enforcing drug laws, some of

which would be used to expand treatment and the rest of which could be used for tax reduction or other purposes. Some even suggest that drugs could be taxed, thus becoming a new source of revenue for the State (although I am at a loss to see how taxing drugs to raise revenue is consistent with providing them to addicts at a low price). Arguing that legalizing drugs will save money ignores the increased cost of treatment, the cost of productivity losses and accidents caused by workers high on drugs, and the increased health care costs for AIDS and other drug-related diseases. The cost of AIDS treatment alone threatens to overwhelm the health-care system, and drug abuse is currently responsible for the majority of new new cases of AIDS in this country.

Legalization proponents argue that everything else has been tried and failed. Up until this point, however, our efforts have been directed at interdiction of supply and arrest of drug traffickers. Interdiction and arrest alone will not eliminate the drug problem. Along with law enforcement's multi-jurisdictional attack on supply, there needs to be a concomitant reduction in demand through educational efforts and a rejection of illegal drug use by society.

Increased enforcement anti-drug abuse education like DARE and the State Police's LEARN and Scared Stuff programs are working. For the first time, polls show that drug use among high school students is declining. More importantly, the attitude of high school and grammar school students is changing to intolerance of illegal drug use. Truly, this is the answer to those who say we can never win the war on drugs.

The calls for legalization could not come at a worse time. We are finally beginning to win battles. Cooperative law enforcement efforts among Federal, state and local law enforcement agencies and intensive efforts to seize the assets of illegal drug dealers are having a major impact on illegal drug trafficking. Enforcement alone cannot win the war, but enforcement is essential to contain the enemy, just as treatment is essential to aid the casualties, while we expand our educational efforts, which can win the war.

(Thomas A. Constantine is Superintendent of the New York State Police. He currently serves as general chairman of the Division of State and Provincial Police of the International Association of Chiefs of Police.)

Blow off steam:

Law enforcement, crime and criminal justice are subjects that, like politics and religion, lend themselves neatly to argument and debate. Sound off on the issues that strike closest to home for you, in the Forum section of Law Enforcement News. Join the ranks of the movers, shakers and policy-makers whose views appear regularly on this page.

Let your colleagues know just how you feel. For details about submission requirements, please call the editor at (212) 237-8442.

Television in 1989 had no shortage of so-called "real-life" police shows, from "Cops" to "Rescue 911." As the year began, however, the nation got a close-up look at an unfolding police incident that few could have imagined or prepared for. The incident in Long Beach, Calif., had all the makings of a police department nightmare, and seemed to typify a number of major concerns that face law enforcement: racism, excessive use of force, legal suits and counter-suits, cop against cop, and intense national media scrutiny.

On January 14, 1989, Don Jackson, a black sergeant on leave from the Hawthorne, Calif., Police Department, conducted a sting operation as part of his own investigation into claims of racially tinged police brutality in Southern California. That sting turned into a violent, vulgar confrontation with Long Beach police officers Mark Dickey and Mark Rausey. A caravan of three vehicles — one carrying Jackson and an off-duty state corrections officer, a KNBC-TV van, and a third observation vehicle — was put together, all of the vehicles equipped with videotaping gear. The convoy was proceeding along the Pacific Coast Highway when a patrol car began trailing Jackson's car. After following the cars for nearly a mile, the officers pulled Jackson over for an alleged traffic violation. The videotape showed that Jackson's car never straddled lanes. What it did show was Officer Dickey directing a stream of profanities at Jackson, who initially refused an order to raise his hands above his head. When he finally did so, the officer rammed Jackson's head through a storefront window. The secretly-taped videotape was beamed into millions of living rooms on the national evening news, and was to have a plethora of lawsuits in its wake.

While the Jackson incident is but a single event in the annals of the Long Beach Police Department, with the advantage of hindsight

one can say it could have almost been predicted. For at least the past decade the department has been under fire from civil rights and civil liberties groups over alleged police brutality. There have been other incidents which, while not the attention-grabber that the Jackson case was to become, have pointed to police misconduct, particularly when it came to the handling of complaints from minority-group residents.

Another hallmark of the past two decades in Long Beach has been a rather uneven life expectancy for police chiefs. One chief lasted about 10 years, and was followed by a chief who endured one rocky year in office. The department then went outside and brought in a Los Angeles police official who lasted two years. Then came another insider who survived nearly seven years. The man now in the driver's seat is Chief Lawrence Binkley, who came to Long Beach in 1987 following a 27-year career with the LAPD.

Binkley says frankly that his two immediate predecessors were "beaten up pretty badly" for much of their tenure by the Long Beach police union, which he describes as "probably the most powerful police union in the state of California." According to some police officials, the union has often hampered departmental investigations of police misconduct and has influenced the narrower rate of police chiefs. Part of the problem has been attributed to the vernacular nature of the union, which has included supervisory personnel. Binkley observes, "Three years ago, the union wasn't just sergeants and lieutenants. When I first got here it was lieutenants, sergeants and deputy chiefs. Everybody was in the union."

That is, everybody except the chief, and that's why Binkley has joined ranks with a number of fellow California chiefs to speak out

forcefully for legislation to ensure that police chiefs are dismissed only for cause, rather than as a result of political considerations. "Letting chiefs serve at the political whim or discretion of politicians is not a good way to run a police organization," he says.

On top of the continual labor troubles, the department Binkley took charge of three years ago was one that he said had been seriously neglected for 15 years. Previous city administrations had put no resources into police training; officers were not even allowed to attend the FBI Academy. Little if any attention was paid to planning and research, or to crime analysis. Now, with the help of a sympathetic and supportive city government, Binkley is working to change that pattern of neglect. The personnel process has been changed to include assessment centers, and Binkley notes with evident satisfaction that this is one of the first personnel processes that has not been subjected to a court challenge. Training is now a high priority, and new programs have been implemented to address the need for improved community relations. One of those programs, called Conduct in the Community, has brought in members of the Hispanic, Asian, black and gay communities as resources in developing and teaching a "street-related" curriculum. Another training initiative, one that is already used by a number of other California departments, teaches a system called Verbal Judo, in which officers are shown alternatives to escalating street confrontations. Binkley pulls no punches in assessing the program, calling it "the most successful training Long Beach has ever had." According to the Chief, the training has resulted in "a reduction in personnel complaints, a reduction in lawsuits, a reduction of conflict on the street and a reduction of use of force by officers."

In light of recent department history, that's an excellent payoff.

"College provides a real advantage, and it's a must for leaders in law enforcement, but for basic level police, I'm not so sure you have to have [it]. You have to have basic common sense and an ability to deal with the community."

Lawrence L.

Binkley

Police Chief of Long Beach, Calif.

Law Enforcement News interview
by Marie Simonetti Rosen

LAW ENFORCEMENT NEWS: In January 1989, your department experienced what can probably be best described as a police nightmare, when a black police sergeant from Hawthorne was stopped by two of your officers and subsequently pushed through a storefront window. The incident, which was secretly videotaped and broadcast on the national network news, was said by many to be symptomatic of Long Beach's longstanding problems with police misconduct. Have you implemented any policies — sensitivity programs, perhaps — since that incident?

BINKLEY: I can't comment on the incident. And, I'm a relatively new chief of police; I've only been here just over three years now. So I won't say there's a correlation between things we've generated since that incident, but I'll simply say that we continue to generate things in the organization in the way of training and change of

culture to be more responsive to the citizens of the city. There have been some significant training initiatives in the last year, in addition to a whole series of other administrative changes that have been initiated over the last three years.

LEN: Could you describe some of those training initiatives or administrative changes in more detail?

BINKLEY: Some of the things that have been most successful for us is that we've had two major training programs this last year, which are currently in progress. One is what they call Verbal Judo. There's this academic/practitioner fellow who comes in and does an outstanding job of training in alternatives to escalation to violence in dealing with people on the streets. It really involves a whole series of recommendations and techniques that this man's found successful all over the nation in deterring violence and getting officers to understand what they're going to be dealing with in the streets and to better deal with it. The program has been probably the

most successful training program Long Beach has ever had, in the eyes of the administration and in the eyes of the field police officers, who really love it. They enjoy it, and they're reaping the benefits. Those benefits, to the police officers and to me, are a reduction in personnel complaints, a reduction in lawsuits, a reduction of conflict on the street and a reduction in the use of force by officers. That's a win-win situation for everybody.

The second program we've initiated is what we call Conduct in the Community. We've met with various elements of the community and advisory groups to develop a curriculum that would be street-related for cops and the people we deal with. There are representatives of the Hispanic community, the black community, the Asian community, and the gay community, that have blocks of programs to talk to the officers about intergroup relations. And in that same program we deal with criminal law and search and seizure, optimistic attitudes, and how to deal with people and with frustrations police officers must deal with. The program's been extremely

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"The police union in Long Beach is probably the most powerful police union in the state of California. . . . They have notches on their guns representing chiefs they've gotten rid of."

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successful, here, too, from the perspective of both administrative and line officers, who have characterized it as one of the best training programs they've had. So both of these programs are currently going on in our organization. One week we do a class of about 30-35 officers and personnel in Verbal Judo, the next week we do the Conduct in the Community. We want to try to get through both of these training programs by the end of this year. What they seem to do is get us closer to the community.

LEN: Who is providing this training?

BINKLEY: What we've found to be most successful for us is to bring in outsiders. As I mentioned, there's an academician who does the Verbal Judo. He comes from Texas and has taught the Los Angeles County Sheriff's Department, he's now contracting with the Los Angeles Police Department, and he's just a very, very capable fellow. The Conduct in the Community program comes from members of the community.

LEN: And you have noticed a drop in civilian complaints against officers that can be traced to these programs?

BINKLEY: Yes. The NAACP announced in the latter part of December that they had fewer complaints about the Police Department than ever before in the history of Long Beach. The citizen complaints we take are lower than they have been. Our lawsuits last year were less than they have been in 10 years. Use of force is down significantly.

Policy in practice

LEN: After the Jackson incident, you conducted a kind of in-house "sting" operation of your own that led to the investigation of three supervisors who had mishandled complaints of police misconduct. At the time you said publicly that you were disappointed by the findings of the sting because you had strongly defended the department against allegations of mishandled complaints. Do you now feel that things are better with respect to intake of citizen complaints? And, more fundamentally, what prompted you to conduct this sting in the first place?

BINKLEY: I've done a series of different audits in the last three years. One of the audits I've done, not necessarily related to the Jackson incident, had to do with feedback I'd received for at least a year from the community, specifically from the NAACP, that our supervisors were not taking complaints when they were called in or brought in to the desk. They were simply ushering the people outside. I reiterated a policy to all of our managers and supervisors for at least 18 months that we take complaints if there's an allegation of misconduct. So it was simply to validate that the order was being complied with, and in several cases it was not. That's why we initiated complaints on the supervisors.

LEN: At that time there were also some sexual-harassment suits filed by several females that resulted in disciplinary measures against officers. Can you discuss those cases?

BINKLEY: I won't talk about specific cases, but what I will say is that shortly after I arrived here three years ago, there were some ladies who came to me and complained about misconduct that had been going on for several years. As we initiated complaints, it seemed to grow and blossom. More ladies came forward and more investigations were initiated, so there was a series of roughly 10 different complaints which were categorized as sexual harassment.

They were investigated, discipline was initiated on about 10 different cases, and several lawsuits were initiated by the ladies. There are currently a couple of Federal lawsuits about that.

LEN: Were the complainants female officers?

BINKLEY: Yes, and civilians too.

In unions there is strength

LEN: These issues speak in general terms to union-management relations, and of course in Long Beach the police union includes sergeants and lieutenants, which must complicate things at least a little. How do you handle the relationship with the union?

BINKLEY: The police union in Long Beach is probably the most powerful police union in the state of California. They're very deeply involved in politics and the community. The relationship for about the last 10 years, through several chiefs, has been terrible. Today, it's probably the best it's been in 10 years. We have a working relationship, a brand new contract, and we're starting to get along better than we had been. Three years ago, the union wasn't just sergeants and lieutenants; when I first got here it also included lieutenants, commanders and deputy chiefs. Everybody was in the union. As the conflict got more vigorous, the deputy chiefs and all but one of the commanders dropped out, several of the lieutenants have dropped out, as well as a couple of sergeants. It would be illegal for me to foster such a dropout, but there is movement in the organization on the part of individuals who think there is a dichotomy between labor and management and they should be separated.

LEN: On a practical level, how could such a union work while including all the ranks you mentioned?

BINKLEY: Well, it didn't; it's pretty obvious by all the complaints and the relationship with the community and the sexual harassment.

LEN: Did the inclusion of higher ranks in the union create a reluctance on the part of supervisors to act on complaints?

BINKLEY: There's no doubt in my mind. When lieutenants are involved in a union, there's a reluctance to initiate disciplinary action against other union members.

LEN: Some would argue that unions become strong in response

"The fortunate thing is that the quality of people in the department is outstanding. It's just that the organization has been neglected in terms of resources."

to had management. . . .

BINKLEY: That's true, and I think this is a real good example of exactly that thing. Actually, let me call it weak management. The Long Beach Police Department was neglected for about 15 years — not enough resources, not enough attention, not enough training. And what happens when you do that is you build up a very strong union.

LEN: Conversely, can better, stronger, more effective management make the union less tough on you than it has been on your predecessors?

BINKLEY: Well, you know, they've been real tough on me. They have notches on their guns representing chiefs they've gotten rid of. But for me, what's nice is that for the first time in about 10 years the City Manager and City Council have unanimously supported the chief, and the community is very strongly supportive of some of the changes in the organization that have been very productive. The latest labor contract is one of those things that's very lucrative for the labor union and the employees, so right now — and I have my fingers crossed — we have an outstanding relationship, a great new contract, and I think there's a real potential of Long Beach finally having labor peace.

LEN: No doubt a blessing. . . .

BINKLEY: Oh yeah, and more for the chief than anybody else.

Making up for neglect

LEN: When you took over, there was no planning, no research, no crime analysis. Have you put any of these functions into operation?

BINKLEY: When I say the place has been neglected for about 15 years, it really had been. There was no planning and research unit, there was no crime analysis unit, there was a manual that was last printed in 1977 that nobody had copies of. About a year and a half ago we did our first gun inventory in the history of this department, and found about seven machine guns missing. These are just things that come to mind about neglect of an organization that's had too

much labor conflict for years and years. So if you put all that together and you start working on them, you say, "Okay, we need a crime analysis unit, we need a larger traffic team that works by selective enforcement techniques, we need some planning and research." For instance, as of a few years ago our officers weren't allowed to train with other agencies. Since 1977 they weren't allowed to train with the FBI. We've now started training with the FBI and other agencies again. We've started to bring in some new techniques and a lot of good ideas. The fortunate thing for me is that the quality of people in the Long Beach Police Department is outstanding. It's just that the organization has been neglected in terms of resources and other things. Generally speaking, though, I think the future for law enforcement out here is a great deal more training in techniques and community interaction.

LEN: Why were officers barred from training with the FBI?

BINKLEY: For some reason the city management had decided it was a waste of money and resources to allow them to do that, so they didn't get to do it. We started that immediately. The new City Manager actually encouraged us to do it, and wanted us to train more, so there is more training going on in this organization now than there has been in 15 years. We train with everybody now. The fortunate thing for me was that the chief before me was a good guy, too. He was a very sharp, intelligent fellow who had been beaten up a lot by labor unions. I got some pretty good perceptions from him as to what was going on in the city. The chief before him was a guy from LAPD who lasted about two years. I got some good information from him as well. The other chiefs gave me some good information on successes and failures and on conflict with labor.

LEN: It was reported that over the past 25 years there have been five chiefs in Long Beach, which is not too bad an average tenure over all. . . .

BINKLEY: Well, they had one for a long time. I think he was here about 10 or so years. After him there was one who lasted a year, then they had some problems, including the indictment of a deputy chief, and they brought in an outsider. Then they brought in an LAPD guy who lasted two years and got beaten up pretty badly. The next chief was an insider and I guess he lasted about seven years, but was just beaten up on for six and a half of those years. It was terrible. The guy's got an ulcer now. That's politics, I guess.

LEN: Notwithstanding improvements in labor-management

relations up to this point, was the strength of the union at the time of your appointment enough to hamper your ability to manage?

BINKLEY: There's no doubt they have a major influence on the organization, now as well as three years ago, that has to be dealt with by any police chief or city manager or mayor or City Council.

LEN: Last May it was reported that the City of Long Beach had hired a private detective to investigate charges of misconduct against top police officials, including a deputy chief. Can you talk about what prompted this action, and how the investigation went?

BINKLEY: That's involved in a lot of litigation too, and it's a long, involved thing. I really wish I could tell you about that, but it has to do with a high-ranking officer that I had to get rid of shortly after I got here, who had made some allegations. We investigated those and found them to be unfounded, and I recommended to the City Manager that because someone might perceive us not to be objective, please bring in somebody else to investigate me and my investigation. So he did hire two outside investigators to come in and investigate the incident and see how I handled it, as I had requested, and we understand that they said everything was appropriate.

Watching the watchers

LEN: Long Beach voters have approved a measure to establish a civilian review board for complaints of police misconduct. What will the structure and operation of that board look like?

BINKLEY: Well, it was just recently approved, and the City Council is developing the structure right this minute. I don't know how it's going to turn out. I suspect it will be pretty close to the kind of system where each councilman nominates somebody and they sit on the police review board under a review board director. They and some investigators will investigate outside-initiated complaints.

LEN: There are a few schools of thought when it comes to police review boards. Some chiefs feel that it inhibits their ability to manage and to discipline, and that if the public has confidence in their department and its chief, he should be allowed to handle

Interview: Long Beach's Chief Binkley

matters. Conversely, some chiefs express a preference for a review board, so that no one can accuse management of walking away from outside complaints. Where would you line up in a philosophical split like that?

BINKLEY: I think every chief has to make his or her own decisions. The particulars in our city are that if I had the money I wouldn't put it into a police review board. However, we really don't have anything to hide, and they're welcome to come in and look at anything we're doing. So it really doesn't bother me at all, other than that I wish I had the money for other resources. But I think what you'll find is the bad thing is that the majority of the populace supported that, therefore they haven't got a lot of faith in the conduct of the Long Beach Police Department. That's one indicator. The good part, at least, is that there will probably be a lot of public review of the organization and its complaints now, and I think what they'll find is that it's in pretty good shape. That'll be healthy. So I have no objection to it.

LEN: Did you take any public position on the matter before it came up for a vote?

BINKLEY: No. Since it was on the ballot, as a public official I couldn't take a position for or against. But I really didn't have any strong feelings either way. If the citizens want it, we'll support it.

Fire at will

LEN: The California Police Chiefs Association has been seeking legislative support for a measure that would ensure that police chiefs are fired for cause and not as the result of political considerations. How would you stand on such a measure?

BINKLEY: Well, the bill is still in the legislative process, and I think that's probably the most important issue in policing in California, if not in the nation. It really is, and I've spoken on that a couple of times. If there's anything that's critical to the quality of policing in the nation, it's got to be having some job security for a chief. Letting chiefs serve at the political whim or discretion of politicians is not a good way to run a police organization. Every man, woman and child in the police union has Civil Service protection and strong political involvement and support and legal sanctions against anybody who interferes with union activity. A police chief has no union and has no rights to his job, and I think it's crucial that they look at this issue all over the nation.

LEN: We've spoken with one of your fellow police executives who believes that if you can't get along with your city manager, your mayor or your county government, then you might as well pack it in because you will be rendered functionally ineffective. . . .

BINKLEY: Well, I disagree. I'm not saying that you can't get along, but this legislation is saying that there should be a cause for firing somebody. It's great that he can live in that atmosphere, but I'm saying to chiefs all over the nation that it's not fair, and not true. If you think about the job-security issue, and who would be against it, police unions wouldn't want it, a city manager or city council wouldn't want it. The only people who would want it are the chiefs, and it's pretty obvious why. It's interesting, too, that the only time you can really talk about it is when you don't need it at that moment. If I were in trouble with the City Manager or the City Council, I'd have to keep my mouth shut because they'd be saying, "The only reason he's talking about job security is because he's in trouble." There's no doubt in my mind that I have 100-percent support from my City Manager, the Mayor and the Council, but I still think it's a big issue. If the Council changes tomorrow, then I'm here at their will, whether I've done a good job or not. The bill in the Assembly simply says that there has to be a reason other than politics. That's pretty reasonable to me.

LEN: How is the legislation faring in California?

BINKLEY: I really don't know. I'm optimistic. I have tried to indicate to our legislator that I support it and I think several chiefs here do. I don't think you realize how crucial an issue that is. It really is critical. I mean, if you really think about it, who cares about a chief? The city managers and city councils don't want it, the cops don't want it, the unions don't want it. Only the chiefs care about it. I think the most successful chiefs are Civil Service chiefs. Look at Daryl Gates. You think there would be a difference in the city of Los Angeles and that Police Department if he were an "at-will" chief? I think there would be some major problems in that organization.

LEN: Since you mentioned Los Angeles, that suggests another issue, that of gang-related violence. What are the current dimensions of the gang problem in your city, and how are you interacting with other agencies to deal with it?

BINKLEY: We work real closely with the other law enforcement agencies, and one of our task forces, as a matter of fact, has to do with gangs and narcotic enforcement. We work with the Sheriff's Department and the L.A. Police Department. But there is a major problem in this region, not just in this county, with gangs and gang violence and narcotics.

LEN: The LAPD's response to gang crime has included a series of sweeps to round up gang members and their associates — a tactic that Sheriff Sherman Block has said he does not prefer. What are your feelings on gang sweeps?

BINKLEY: I'm not quite sure what you mean by sweeps. If you have task forces that target selective groups for enforcement — for instance, gangs or narcotics users or recidivists — well, that works. It would be nice if you didn't have to do sweeps or task forces, and you could simply say, "You work gangs from now on." But I think it's just a manpower deployment technique where you say, "I cannot put 100 officers on gangs all the time, but I can put some together for 60 days."

Assessment investment

LEN: Your background includes extensive work in the area of assessment. In an optimal sense, how would assessment centers work for law enforcement personnel, and on what levels would it be appropriate for a police agency to use assessment?

BINKLEY: It all depends on the agency. For my agency, I think there's a strong preference for assessment centers. An assessment center could simply be described by several people, including myself, as a more job-related testing process. In other words, if you

"If there's anything critical to the quality of policing, it's got to be job security for a chief. Letting chiefs serve at political whim is not a good way to run an organization."

have a series of problems in your organization that need to be dealt with by your leaders, it's interesting to see how they would deal with those. The first time we tested in this organization using an assessment center was for lieutenants, and we came out with what's been described by our managers, and what I would describe as the most accurate testing process. These were the best leaders we had. The guys and one gal who came out on top of the list for lieutenant are the best leaders I've seen anywhere. The testing process validated itself. If I could have sat down and said, "I think these people should be promoted to lieutenant," that's the way it would come out. So for me, it's just great, and these are great people. I think so, and the candidates themselves recognize that Joe Dokes is a better candidate than anybody else, so they validated it and the troops know that these are good people.

LEN: Is it better to have an outside assessor conduct the process, rather than in-house staff?

BINKLEY: There's a lot of personnel departments that profess to having a great deal of knowledge about assessment centers, but I haven't found many that do. They'd like to learn it, and they like to toy with it, but I have a lot more assurance with an outside vendor who does these assessments all the time and nothing but these assessments. I like the ones who come in and really have good, validated, job-related process. I think there's an edge there that they should have.

LEN: How well do assessment centers hold up against potential court challenges regarding affirmative action and job bias?

BINKLEY: Well, I can't say how it would in most jurisdictions, but this is one of the first processes we've had here that wasn't challenged. The candidate groups said, "Yeah, this is a good process, and we like it."

LEN: So no one is complaining about the fairness of the process?

BINKLEY: Not at all.

LEN: How long a process are we talking about?

BINKLEY: It was a series of things that lasted over two or three months and you had a one-day series of exercises plus a one-day writing exercise. It was a total of three days of different exercises.

LEN: Patterns of immigration to this country and internal migration within the country are changing the demographics of

your region. How is your community changing, and what are you doing to keep up with that?

BINKLEY: The change is essentially is that various minority groups are enlarging. For instance, there's a much larger Asian group than there has been before, with the addition of Cambodians and Vietnamese. The Hispanic group is also growing significantly. What we've done is to form three advisory groups about three years ago — one is black, one is Asian and one is Hispanic — to work with these minority populations. We've also included minority hiring in our goals, and the last two academy classes we've had have been 50 percent minority, to try to get parity with the community. We have included more interest in affirmative action in our promotional process, and as recently as a month ago we promoted a black deputy chief, which we hadn't had. As I mentioned, we also developed that course, Conduct in the Community, where we've asked blacks, Hispanics, Asians and gays to come in and talk to cops about their perceptions of the community. Our oral boards for basic-level supervisors, for perceptions of promotability, include minorities who participate in the selection process. So we've done a great deal.

LEN: A number of departments across the country are moving toward community-oriented or problem-oriented policing. Are you in there with them?

BINKLEY: It's just fantastic. We started on this about six or seven months ago, because I think it's really the future of policing. It has to do not only with affirmative action and relating to the community, but really working as a part of the community. However, there have been so many issues in this organization in the last year that it's going slow. The organization really hadn't gotten involved in the community for so many years that it's not like we're dragging our

feet, but just going slow. We're moving forward, though.

LEN: Some people say there are definitional problems with the term community-oriented policing. What does it mean to you?

BINKLEY: I think it's a very nebulous term. The concept, though, is very simply working with the community on problems. That's not just the street cops. Everybody in the organization is really working with the community. We started with problem-oriented policing and identified some problem areas where we're working with several elements of city government and the community to work out these particular problems in different neighborhoods. It takes into account a whole range of issues, starting with narcotics, and then moving into health problems, building code problems, graffiti problems, cleaning up, parking on lawns, a whole series of issues touching on the quality of life in a community. It's just very slow going.

LEN: Given your city's recent history of police problems and the current pattern of changing demographics, how would you say the Police Department stacks up when it comes to budgeting?

BINKLEY: I think every city has budget problems, but we're fortunate in having a lot of support from the Mayor, the Council and the City Manager on almost unlimited training, the newest and best equipment anywhere that can be obtained, including cars, cellular phones, state-of-the-art radios. We're kind of blessed that way. We generally get somewhere from 5 to 6 percent pay raises every year, and good benefits. I know my peers aren't doing as well, but I can't complain. That doesn't mean I can go in and add 50 officers this year, but I anticipate adding about 30, and that's pretty good.

LEN: Do your entry-level requirements include a minimum college education?

BINKLEY: No, and I'm not so sure we need college education. How does that grab you? I think college provides a real advantage, and I think it's a must for leaders in law enforcement, but I think for basic level police — after all, not everybody can be the leaders — I'm not sure you have to have college. I think you have to have basic common sense and an ability to deal with the community. Some of the candidates who have turned out to be the most successful policemen are people who had trouble in high school — maybe they just barely got by, or had trouble in one area or another. But they turned out to be outstanding street cops. There's a difference there. I think college is invaluable for leaders, but I don't think it's a prerequisite for basic policing. That ought to scare some people.

Federal budget axe may chop down UCR

Continued from Page 1

Patrick Fitzsimons of Seattle, who chairs the IACP's Uniform Crime Records Committee and is chairman of the FBI's UCR Advisory Board, said that IACP members are "stunned" by the news.

"They're not going to let this just happen," he told LEN. "Not while we're talking about billions of dollars to [bail out] savings and loans or hundreds of millions going to this foreign country or that. We're not talking about a great deal of money [being saved] here."

Premier Strategy-Making Tool

He called the UCR the "premier tool" used by law enforcement officials to formulate strategies and tactics against emerging crime trends. "The data is not something that can be parceled out to some private computer firm and it can't be done with more efficiency and integrity than it's being done [by the FBI]," Fitzsimons insisted.

Fitzsimons urged that Federal officials take a long, hard look at the effects of the OMB directive and the Gramm-Rudman-Hollings deficit-reduction act on the nation's law enforcement agencies — and consider issuing waivers that would save programs like the UCR from being gutted by the provisions.

"We're faced with a crime wave, we're faced with a crack epidemic, we have people talking about a war on drugs and they're striding at our ability to communicate with each other, to strategize and to use tactics. It's hypocritical. I think the FBI does a very tough, difficult, complicated and thankless job, and the worth of these programs is often overlooked, but [they] are absolutely vital to our work in the streets," Fitzsimons said.

Arapahoe County, Colo., Sheriff Patrick J. Sullivan Jr., who is chairman of the National Sheriffs' Association's Uniform Crime Reporting Committee and vice chairman of the FBI's UCR

Policy Board, said the board will lobby Congress for funding to continue the programs affected by the provisions. Already, he noted, the implementation of the NCIC 2000 project has been delayed for two years and its software design risks becoming outdated if the

ability of American law enforcement to deal with crime."

Groping in the Void

Sullivan said the loss of the UCR program would leave law enforcement with "no grasp of how to analyze crime and how best to respond to it with our limited resources" and would create "a void of information that will prevent us from correctly and strategically deploying what resources we have to be more effective." The UCR program, he noted, identifies "various crime trends so that we can properly respond to crime in our communities, our streets and our nation."

Sullivan said that Congress could come through with funding once it learns how adversely law enforcement would be affected by the loss of programs brought about by forced reductions in FBI staff. "I think they'll see that they're properly maintained for the protection of the public," he said.

Representative Schumer already has expressed his concern about the situation in a letter to Attorney General Dick Thornburgh, and urged President Bush to "intervene personally to prevent these cutbacks."

"The implementation of the Hate Crimes legislation will be severely hampered if the staff responsible for administering the law at the FBI is reduced," Schumer said, adding that if this occurs, Bush's signing of the long-sought hate-crimes legislation "will be little more than an empty gesture."

Waiver Would Be Considered

There is hope that the FBI programs can be saved, said Wilson, but action must be taken quickly because the FBI has only until September to cut staffing in compliance with the budget directives. An OMB official contacted by LEN, who wished to remain unidentified, said the office would "make a

consideration" if it received a request for a waiver of the A-76 provision, but he added that OMB had not yet received such a request.

Should the FBI decide to jettison the UCR program, at least one private research organization stands ready to undertake the massive job of collecting and analyzing the nation's crime data.

Lawrence Sherman, the University of Maryland criminologist and researcher who heads the Washington, D.C.-based Crime Control Institute told LEN. "If the Administration seriously doesn't want to pay for it anymore, I will bid to take it over and operate it as a profit-making enterprise because I think we could do that very easily."

Des Moines police have friends in the business world

Continued from Page 3

distilling city policy on the expenditure of funds," said Jones.

"There's always been a very cooperative spirit between the business community and the city. In general, there's been no expectations of anybody. They realize that tax money is not always available to pay for things that are needed and they've been very willing and very helpful to supply things from time to time as they've been able to," Jones told LEN.

"It's allowed us to get some things we otherwise wouldn't be able to ob-

tain," said Jones, including drug display cases used by police officers to spread the anti-drug message to the city's schoolchildren. The construction firm that donated the \$3,000 cases, Ringland-Johnson-Crowley Co., donated \$5,000 to the department's narcotics unit instead of giving Christmas gifts to clients last year.

Other police department benefactors include Local 164 of the United Rubber Workers of America, which made a \$500 donation to the narcotics unit that was matched by the Armstrong Tire and Rubber Co.

Michigan National Guard to demolish crack houses

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the drug trade" based on police reports and interviews with local residents, Glazer said.

The Guard's role is "really as a public demolition contractor" that must be certified by the local government, Glazer said. About 100 Guardsmen, working in teams of 12, will be part of the project, he added.

Glazer said destroying the structures will not only "keep [crack dealers

and users] running" but also will improve the health and safety of neighborhood residents because the abandoned buildings tend to attract rats and garbage, and invite arsonists and other criminals to ply their trades.

"We're going to do everything we can to run [criminals] out of our neighborhoods," Glazer said, pointing out that the demolition project is part of the state's stepped-up, street-level offensive against drugs.

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Criminal Justice Library

From dropout to Dapper Don: John Gotti's rise explored

Goombata: The Improbable Rise and Fall of John Gotti and his Gang.
By John Cummings
and Ernest Volkman.

Boston: Little, Brown and Co., 1990.
289 pp.

By Hugh J. B. Cassidy

The first time that I saw John Gotti and his gang was in 1972. He was standing with them outside of the Bergin Hunt and Fish Club on 101st Avenue in the Ozone Park section of Queens. The Bergin Hunt and Fish Club was their Mafia headquarters, as it is to this day. At the time, this reviewer was the commander of the 106th Police Precinct, who, along with members of the precinct's Organized Crime Intelligence Unit, made surveillances of the Bergin club and other locations that we had identified as corruption-prone locations.

The police commissioner at that time and his deputy commissioners had just about barred this type of surveillance activity because of their fears of the corruption revealed in the Knapp Commission investigation. Nonetheless, some of us reported the activities of John Gotti and his gang, and a host of other Mafia activities, to the Police Department's Intelligence Division and to selected members of the Federal Bureau of Investigation. This reviewer and his team later received a Police

Department citation for the Mafia surveillance and intelligence work from a subsequent police commissioner.

John Cummings and Ernest Volkman have done a fascinating job in capturing the spirit and facts of the operation of Mafia "families" in New York. They describe the scope of those activities and focus principally on the Gambino family, of which John Gotti is now the head. It was Gotti's gang that executed the former Godfather, Paul Castellano, the week before Christmas in 1985.

The authors were both reporters for Newsday and worked with Tom Renner, who until his death earlier this year remained one of America's great organized-crime investigative reporters. Cummings and Volkman capably follow in the Renner tradition, as they did in an earlier book, "The Heist," which dealt with a Mafia robbery at a Lufthansa air-cargo facility at New York's Kennedy Airport in 1979. In that operation, more than \$10 million in cash and jewelry was stolen and never recovered.

In their new book, "Goombata," which the authors say means "buddies" in Sicilian, they give the brief and interesting history of the Mafia from its beginnings in New York City. They touch on the lives of Lucky Luciano, Frank Costello, Albert Anastasia, Carlo Gambino and others. However, the principal subject of their story is John Gotti, the high school dropout from Brooklyn whose rise through the Mafia ranks was at the very least improbable.

Gotti was a street-wise hustler, a

hijacker, a hitman, a loan shark, and a big-time gambler who lost much of his money at race tracks and football games. His gang members were also high school dropouts, many of whom had marginal levels of intelligence. One of his best friends, Willie Boy Johnson, who was of mixed Sicilian and American Indian parentage, was an FBI informant for nearly 20 years. His FBI number, BQ5538TE, indicated that Willie Boy was TE. "Top Echelon." Johnson was executed by the Mafia in 1988, and his death may well have been related to the inexperience of a Federal prosecutor.

One endless source of fascination about the Mafia is that this group of high school dropouts continues to win so many battles with the criminal justice system. Cummings and Volkman reveal for the reader the in-fighting of Federal prosecutors, the U.S. Attorney for the Southern District vs. the U.S. Attorney for the Eastern District vs. the Organized Crime Task Force vs. the Drug Enforcement Administration vs. the FBI. Each group is seen fighting for turf and for personal publicity. Their inability to overcome John Gotti's defense lawyers in the courtroom is tragic. Cases against Gotti and the Mafia are lost in misplaced pride, jealousy and incompetence.

Cummings and Volkman have written an excellent book that gives the reader and insider's view of the Mafia and the criminal justice system, particularly at the Federal level. If "Goombata" were a movie, it would merit four stars; given its subject matter, let's give it the alternative rating of "four guns."

Drug-corruption probe turns into racial issue for Buffalo PD

A black police lieutenant from Buffalo, N.Y., whose criticisms of the department following the February arrests of five black police officers on drug charges prompted an official investigation of his remarks, says the action by police brass represents yet another example of a double standard in the department's treatment of its black employees.

Police Commissioner Ralph Degen-

hart reportedly backed off the probe of Lieut. John Eberhart, a 19-year police veteran, after Eberhart made remarks to the press in apparent violation of a departmental rule that forbids officers from "holding the department up to ridicule." At issue were Eberhart's remarks to the Buffalo News that questioned why only black police officers were arrested as part of "Operation Bluecoat," an 18-month FBI investiga-

tion of drug corruption.

Some of the five officers who were arrested Feb. 14 allegedly sold cocaine from police cars in uniform while on duty. One officer allegedly set up a deal for a pound of cocaine, and several others are accused of serving as look-outs for drug dealers. FBI agents, with the help of two police officers who reportedly had drug problems, also implicated one current police officer and two former officers during the investigation, and said as many as 20 officers eventually could be implicated in the scandal.

Eberhart told the Buffalo News that the FBI had "singled out" black officers during the investigation. Noting that all of the officers suspected by the FBI of being involved in the corruption were black, Eberhart also took issue with comments made by an FBI agent who estimated that 10 percent of the department's 1,000 officers were involved in drug corruption.

"Does that mean that 100 black officers are using drugs or does it mean that 'X' number of white officers are also involved?" The Police Department should not only go after black officers that we suspect of using drugs but also against white officers that we suspect of using drugs," Eberhart said.

In a subsequent interview with a

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Illegal aliens get the gate from Kansas sheriffs

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lengthy appeals processes by aliens can delay deportation proceedings for at least two years.

Austin said the Bush Administration has proposed that Congress change immigration laws so that aliens convicted of certain serious criminal acts—including violent crimes punishable by a year or more in prison—would not be eligible to appeal deportations after completing their sentences. Currently, only those serving sentences of five or more years in prison are excluded from the process. Those sentenced to at least one year in jail on drug convictions or those convicted of trafficking in fire-

arms or explosives also would be barred from appealing deportation proceedings.

"That will dramatically change the ballgame for criminal aliens," Austin added.

But for Kansas sheriffs the frustrating problem of revolving-door justice for illegal aliens continues—and is expected to worsen during the summer months—and Carner says he and his colleagues are concerned.

"I would hope that Immigration would try to get more involved. They used to come down and pick them up. Now they don't even do that," he said.

F.Y.I.

(A roundup of capsule information on emerging research and writing, policy and practice, and other professional developments of interest to readers. Those wishing additional information on a given subject should contact the individual and/or organization listed for that item.)

Child Abuse on the Rise

Reports of child abuse and neglect rose by 9 percent in 1989, the largest increase since 1985, according to a survey released April 2 by the National Committee for the Prevention of Child Abuse. A total of 2.4 million reports of child abuse and neglect were recorded by state child-welfare agencies last year, the survey found, including at least 1,237 abuse-related deaths. Contact: NCPA, 332 S. Michigan Ave., Chicago, IL 60604 (312) 663-3520.

Prosecution of Child Abuse Cases

Spurred by significant increases in the number of child abuse cases being heard by the courts, the American Bar Association has launched a comprehensive project to examine effective prosecution practices in such cases and to improve the criminal justice system's treatment of child victims. The Prosecution of Child Maltreatment Cases Project is said to be the first Federally funded effort to compile nationwide data on current trends in the prosecution of child sexual and physical abuse cases. Contact: American Bar Association, Center on Children and the Law, Attn: Sharon Goretsky, 1800 M Street, N.W., Washington, DC 20036 (202) 331-2648.

Doctoral Credit for EBINA Course

The University of Virginia, which has been affiliated with the FBI National Academy since 1972, is now awarding doctoral-level credit for the behavioral science elective course "Futures Research: Long-Range Planning for Law Enforcement." The course focuses on technological change and its impact on society, and also prepares students to evaluate forecasts based on various sophisticated methodologies and to identify indicators of crime trends. Doctoral credit for the course is limited to those students who hold master's degrees. Contact: University of Virginia, Department of Psychology, Gilmer Hall, Charlottesville, VA 22903-2477 (804) 924-3374.

Drug-War S.O.S. from the Courts

The American Judicature Society, citing a 270-percent increase in the number of drug cases filed in the past 10 years, says the war on drugs has overloaded the nation's courts to the point of threatening the foundations of due process. In an editorial in the February-March 1990 issue of its journal, *Judicature*, the society said that while the executive and legislative branches of government toughen drug laws and call for more arrests and prosecutions, they have largely neglected to provide the courts with the resources needed to handle ever-increasing caseloads. The society urged that courts develop innovative case-management roles and procedures to promote more effective case processing, seek out creative ways to use the courts' social role to help alleviate the drug crisis, and use their political skills to obtain the increased resources they need. Contact: American Judicature Society, 25 E. Washington, Suite 1600, Chicago, IL 60602 (312) 558-6900.

Issues Affecting Victims

The Criminal Justice Services Division of the American Association of Retired Persons is offering two new publications regarding crime victims. "Summary of State Legislative Activity Concerning Treatment and Services for Victims of Crime, with Emphasis on Older Victims" (stock number D-13671) looks at statutory changes during the years 1987 and 1988. "Issues Affecting Crime Victims: Background, Current Status and Implications for Older Persons" (stock number D-13707) examines 20 issues having an impact on crime victims. Single copies are available at no cost from: AARP, 1909 K Street, N.W., Washington, DC 20049 (202) 872-4700.

Neighborhood Terror

"Terror in Our Neighborhoods," a new report by the Southern Poverty Law Center's Klanwatch Project, says there has been a significant increase in attacks by neighbors upon neighbors because of race, color, religion or ethnicity. The 16-page report notes, "Throughout the 1980's, about a third of the racial violence incidents we tracked were housing-related. Then in 1989, we saw a tremendous increase in neighborhood attacks." Of 289 hate crimes documented by Klanwatch in 1989, 130 were housing-related. For information, contact: Southern Poverty Law Center, Klanwatch Project, 400 Washington Ave., Montgomery, AL 36195-5101 (205) 264-0286.

Speaking Out on Guns

More than 140,000 readers of *Parade*, a Sunday newspaper supplement, responded to a telephone survey on gun-related issues, and more than two-thirds said they believed a 10-day waiting period to purchase a gun was reasonable. Readers were asked to call a 900 number and answer yes or no to four questions posed by former U.S. Chief Justice Warren E. Burger in the Jan. 14 issue of *Parade*. The results, published April 8 in the magazine, found: 63 percent of those responding said a gun buyer should be required to complete an application listing age, residence, employment and criminal convictions, while 20 percent disagreed; 64 percent said that the transfer of a firearm should follow the same procedure as that of a motor vehicle, while 31 percent disagreed; 65 percent thought a "ballistic fingerprint" should be filed on every weapon, while 32 percent said no. Twenty-nine percent of the respondents disagreed on the issue of a waiting period for gun purchases. Contact: *Parade Magazine* (212) 573-7000.

Police Officers. The Town of Breckenridge, Colo., situated amid the Rocky Mountains, is seeking qualified police officers who wish to continue their law enforcement careers in a setting that is friendly and fun and promotes personal growth and professionalism.

Minimum requirements include two years municipal law enforcement experience as a certified police officer. Proven public relations skills are an absolute requirement. Applicants who meet the minimum requirements may be invited to take a written test, polygraph and psychological examinations, extensive background investigation and physical exam. Written test will be scheduled on an as-needed basis to establish a long-term eligibility list. Beginning salary is \$27,110, with excellent benefits including a security deposit assistance program.

Submit completed Breckenridge application to: Police Recruitment, Town of Breckenridge, Box 168, 150 Ski Hill Road, Breckenridge, CO 80424

Police Superintendent. Peoria, Ill., a dynamic All-America City, is conducting a nationwide search to fill a vacancy for police superintendent due to a retirement. Peoria, population 124,160, is located in central Illinois almost equidistant between Chicago and St. Louis. The Police Department has more than 280 employees and an annual budget in excess of \$12 million.

The position requires an individual with a bachelor's degree or the equivalent in police administration, public administration, criminology or a related field, a master's degree is preferred but not required. Thorough experience in modern police work is required, preferably in organizations of comparable size or complexity, along with extensive experience in a command or administrative position.

For more information on requirements, please request a vacancy announcement or brochure. To submit a resume and request an application and supplemental application, apply to: Bruce Andrews, Personnel Director, City of Peoria, Room 203, City Hall, Peoria, IL 61602. Please submit college transcripts and salary requirements. Deadline for applications is 5:00 P.M., July 23, 1990. AA/EOE.

Loss Investigator. Alamo Rent A Car is offering a career opportunity for a proven loss investigator.

The qualified candidate must possess strong investigative experience, preferably in law enforcement. A bachelor's degree is preferred. Applicants must be available to travel 50 percent of the time. The successful candidate will be responsible for investigating losses from theft and/or fraud and preparing reports on potential theft and fraud. Nonsmokers are preferred.

Alamo offers a salary range of \$28,000 to \$32,000, along with a comprehensive benefits package. For consideration, forward resume, salary history and requirements to: Alamo Rent A Car, Family Wellness, P.O. Box 22776, Fort Lauderdale, FL 33335.

Police Chief. The City of Annapolis, Md., is seeking qualified applicants for the position of police chief. Annapolis, with a population of 37,000 in 7.2 square miles, is a historic seaport that serves as home to the U.S. Naval Academy. The police chief directs a staff of 150, including 117 sworn officers.

Candidates should possess proven leadership and administrative abilities with an extensive knowledge of modern police management principles and practices. Candidates should have the experience to evaluate departmental performance and maximize resources by evaluating operational capabilities and organizational structure. A bachelor's degree in criminal justice or a related field from an accredited college or university is required. Candidates must possess at least seven years of command experience in a law enforcement agency. Any equivalent combination of training and experience which provides the required knowledge, skills and abilities is acceptable. The search process will be conducted by the IACP Executive Search Service in consultation with the City of Annapolis, and will involve completion of an assessment center for top candidates.

To apply, submit a copy of your resume and a one-page letter summarizing qualifications, professional accomplishments, salary history and the size of departments where you have gained experience to: IACP Executive Search/Annapolis, 1110 N. Glebe Road,

Suite 200, Arlington, VA 22201. Deadline is July 2.

Assistant Professor, Behavioral Studies Unit. Miami-Dade Community College is seeking a specialist in teaching behavioral topics to criminal justice practitioners. Topics that must be taught include conflict resolution, crisis intervention, interpersonal communication skills, interaction with offenders, problems of substance abusers, disturbed persons and juveniles.

Candidates must possess proven ability to relate job/task-based curricula to instructional content. Must have skills in a variety of teaching techniques, and evidence of competency-based instructional experience will be sought. The successful candidate will have instructional duties assigned within the academic degree program as well as in basic and in-service classes at the Institute of Criminal Justice. You will be part of a team of faculty who are responsible for instructing in human behavior and developing situational and practical exercises. A master's degree in human behavior is required; doctoral level studies are preferred. Demonstrated skills in college level teaching are required, along with criminal justice agency experience. Salary is based on academic rank, education and experience. Starting date is Aug. 1.

To apply, send resume to: James D. Stinchcomb, Director, Southeast Florida Institute of Criminal Justice, Miami-Dade Community College, 11380 N.W. 27th Avenue, Miami, FL 33167.

Undercover Investigators. PLE, a division of Business Risks International, is seeking undercover drug investigators. The position requires dedicated, self-reliant individuals who are capable of working with minimal supervision.

Positions are available throughout the United States. Travel and relocation are required. Previous law enforcement experience, or equivalent education and experience, is preferred. Income will vary based upon assignment and location. Minimum salary: \$28,800, plus health, dental and life insurance. Excellent potential for advancement.

Send resume to: PLE, Div. of Business Risks Intl., 3401 Park Center Dr., Suite 345, Dayton, OH 45414

NYSP graduates first all-college rookie class

As Congress gears up to study and possibly approve the Law Enforcement Scholarship Act of 1990, which would authorize \$30 million in scholarships to selected, in-service law enforcement personnel, at least one state — New York — is encouraging its state troopers to pursue higher education with the ultimate aim that all of its recruits have college degrees.

The first group of 100 New York State Police troopers required to have completed one year of college-level education from an accredited college or university was graduated from the State Police Academy in Albany on March 28, and they represent the first wave of what state officials hope will become a highly educated corps of State Police officers.

The requirement makes the New York State Police the first law enforcement agency in the state to require college education of its applicants. In January 1991, the requirement will be raised to 60 credit hours of college work. A 1988 survey by the Police Executive Research Forum (PERF) found that less than 15 percent of police departments in populations of 50,000 or more require their applicants to have any college education.

Recruits are reimbursed for tuition they pay through a Professional Development Program that was established in cooperation with employee unions.

Those who go on to obtain college degrees are eligible to receive bonus payments and can apply for an Educational Opportunity Program that will allow troopers to work toward an advanced degree while on duty.

The increased educational requirements were set in motion in 1987 after State Police officials determined that higher minimum education requirements were "one of the most important things we could do to prepare for the challenges of the future," said State Police Supt. Thomas Constantine.

"Troopers must be able to understand and adapt quickly to the unprecedented changes occurring in our society," Constantine added. "One of the most important benefits of college-level education is the development of these abilities."

Constantine cited recommendations of the President's Commission on Law Enforcement and Criminal Justice in 1967 and the 1973 Report of the National Advisory Commission on Criminal Justice Standards and Goals, both of which advised that entry-level police officers earn bachelors' degrees, as reasons for the increased educational requirements. He also referred to a study by PERF and by John Jay College of Criminal Justice president Gerald Lynch that showed college-educated recruits had 67 percent fewer citizen complaints than their less-educated counterparts.

Corruption probe stirs race issue in Buffalo

Continued from Page 13

local black newspaper, Eberhart said he was glad that officers accused of misconduct were arrested, but was also "outraged" because black officers are "politically impotent" in Buffalo.

"White officers, because of their political influence or the politics played in this city, are allowed to get away with just about anything. There's a double standard, and it's based upon race and politics," he told LEN.

The comments did not sit well with Degenhart, and the agency's Internal Affairs Unit brought Eberhart in for questioning about white officers' involvement in drugs. "It really boiled down to where they were going to try to prosecute me for violating a section of the Police Department's rules and regulations on holding the police department up to ridicule," Eberhart said.

The department backed off, but the Buffalo News on March 24 published Degenhart's response to an editorial criticizing the department, in which he said that no double-standard exists in the department. "All officers are treated alike, especially in regard to discipline,"

he wrote.

Degenhart went on to say that the department "had an absolute right to investigate remarks made to the media that might be in violation of our rules, regulations and procedures" and blasted Eberhart for citing poor management as contributing to police officer drug activity, calling it the "most ridiculous and outlandish statement I have ever heard."

In his interview with LEN, Eberhart said his comments were directed at waking up his superiors to the strained relations between black and white officers in the department, which have occurred because the city has been forced to hire more black police officers. "I believe that there's a lot that could be done to professionalize the entire Buffalo Police Department. My argument is for a professional police department... and knocking out politics as much as possible," Eberhart said. "If everyone in the department were treated at the same level, we'd have a professional department and it would be more effective in providing services to the entire community."

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LEN-312

Coming up in LEN:

What exactly is it like running the largest police agency in the U.S., with 30,000 employees, a service population of 7 million, and the intense scrutiny of an insatiable news media? Find out from Lee P. Brown, the Police Commissioner of New York, as he sizes up his first 100 days in office. In the next issue of LEN.

Upcoming Events

JUNE

25-27. Drug/Alcohol Recognition Training. Presented by the Traffic Institute. Fee: \$350.

25-27. Drug Abuse: The Role of Loss & Crime Prevention. Presented by the National Crime Prevention Institute. Fee: \$265.

25-27. The Reid Technique of Interviewing & Interrogation. Presented by John E. Reid & Associates. To be held in Charlotte, NC. Fee: \$495.

25-28. Police Media Relations. Presented by the Institute of Police Technology & Management. Fee: \$375.

25-29. 12th Annual International Asian Organized Crime Conference. Co-sponsored by the International Association of Asian Crime Investigators and the Broward Sheriff's Office. To be held in Fort Lauderdale, Fla. Fee: \$175.

25-29. Critical Errors Police Executives Make & How You Can Avoid Them. Presented by the National Law Enforcement Leadership Institute, in cooperation with the Denver Police Department. To be held in Denver. Fee: \$375.

25-29. Locks & Locking Devices. Presented by the National Intelligence Academy. Fee: \$650.

25-29. Police Planning Officers' Workshop. Presented by the Institute of Police Technology & Management. Fee: \$395.

25-29. Symposium for School Resource Officers. Presented by the Institute of Police Technology & Management. Fee: \$395.

26-28. Financial Investigative Techniques. Presented by Financial Investigators Training Corp. To be held in Allentown, Pa. Fee: \$425.

27-28. Executive/VIP Protection. Presented by Richard W. Kobetz & Associates. To be held in Vancouver, B.C. Fee: \$375.

28-29. Terrorist Tactics & Negotiation.

Presented by the Traffic Institute. Fee: \$175.

JULY

8-12. Vehicular Homicide/DWI Conference. Presented by the Traffic Institute. Fee: \$360.

9-10. Contemporary Terrorism. Presented by Richard W. Kobetz & Associates. To be held in Winchester, Va. Fee: \$375.

9-11. Retraining Seminar for the Traffic Accident Investigator. Presented by the Institute of Police Technology & Management. To be held in Winter Park, Fla. Fee: \$300.

9-12. Police Internal Affairs. Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$375.

9-13. 17th Annual Training Seminar for Law Enforcement Chaplains. Sponsored by the International Conference of Police Chaplains. To be held in Mobile, Ala.

9-13. Field Training Officers' Seminar. Presented by the Institute of Police Technology & Management. Fee: \$395.

9-13. Interviews & Interrogations for White-Collar Crime. Presented by the Institute of Police Technology & Management. Fee: \$395.

9-13. Tactical Team Operations I. Presented by the Institute of Public Service. To be held in Gainesville, Fla. Fee: \$500.

9-13. Command Post Operations. Presented by the Institute of Public Service. Fee: \$445.

9-13. Video I. Presented by the National Intelligence Academy. To be held in Fort Lauderdale, Fla. Fee: \$650.

9-13. Law Enforcement Command Development. Presented by the National Law Enforcement Leadership Institute in cooperation with the Denver Police Department. To be held in Denver. Fee: \$375.

9-20. Traffic Accident Reconstruction.

Presented by the Institute of Police Technology & Management. To be held in St. Petersburg, Fla. Fee: \$595.

9-20. At-Scene Accident Investigation. Presented by the Traffic Institute. Fee: \$600.

10. Officer Fitness. Presented by the Traffic Institute. Fee: \$85.

11-12. Hostage Negotiations. Presented by Richard W. Kobetz & Associates. Fee: \$375.

11-13. Drug Demand Reduction Training. Presented by the National Crime Prevention Council in cooperation with the Bureau of Justice Assistance. To be held in Kansas City, Mo. No fee.

11-13. Summer Conference of the National Association for Justice Information Systems. To be held in Park City, Utah. Fee: \$150.

11-13. Crime Prevention for Youth. Presented by the National Crime Prevention Council. To be held in Minneapolis. Fee: \$175.

16-20. Tactical Team Operations II. Presented by the Institute of Public Service. Fee: \$500.

16-20. Fifth International Symposium on Criminal Justice Issues. Presented by the Office of International Criminal Justice, University of Illinois-Chicago. To be held in Barcelona, Spain. Fee (including round-trip airfare, hotel, meals): \$1,790.

16-20. Criminal Investigation of Occult & Cult-Related Crimes. Presented by Eagle International Network. To be held in Edmond, Okla.

16-20. Advanced Drug Law Enforcement. Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$395.

16-20. Homicide Investigation. Presented by the Institute of Police Technology & Management. To be held in Nashville, Tenn. Fee: \$395.

16-20. Police Budgeting. Presented by the

Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$395.

16-20. Technical Surveillance I. Presented by the National Intelligence Academy. Fee: \$650.

16-20. Quality Supervision in Law Enforcement. Presented by the National Law Enforcement Leadership Institute in cooperation with the Denver Police Department. Fee: \$375.

17-18. Physical Security. Presented by Richard W. Kobetz & Associates. To be held in New York. Fee: \$375.

17-19. Occupant Kinematics in Vehicle Crashes. Presented by the Institute of Police Technology & Management. To be held in Phoenix. Fee: \$250.

18-20. Tactical Team Operations Management. Presented by the Institute of Public Service. Fee: \$295.

19-20. Executive/VIP Protection. Presented by Richard W. Kobetz & Associates. Fee: \$375.

20. Interview & Interrogation Refresher Course. Presented by the Criminal Justice Center Police Academy, Sam Houston State University. To be held in Huntsville, Tex. Fee: \$25.

23-24. Investigative Technology. Presented by Richard W. Kobetz & Associates. Fee: \$375.

23-27. Homicide Investigation. Presented by the Institute of Police Technology & Management. To be held in St. Petersburg, Fla. Fee: \$395.

23-27. Technical Surveillance II. Presented by the National Intelligence Academy. Fee: \$650.

23-27. Crime Prevention through Envi-

ronmental Design. Presented by the National Crime Prevention Institute. To be held in Louisville, Ky. Fee: \$365.

23-Aug. 3. Instructor Techniques. Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$495.

24. Legal Liabilities & Rights of Peace Officers. Presented by the Criminal Justice Center Police Academy, Sam Houston State University. Fee: \$60.

24-26. Symposium on Drug & Alcohol Enforcement. Presented by the Institute of Police Technology & Management. Fee: \$295.

25. Ethics in Law Enforcement. Presented by the Criminal Justice Center Police Academy, Sam Houston State University. Fee: \$10.

26-27. Survival Spanish for Peace Officers. Presented by the Criminal Justice Center Police Academy, Sam Houston State University. Fee: \$10.

30-Aug. 1. The Reid Technique of Interviewing & Interrogation. Presented by John E. Reid & Associates. To be held in Houston. Fee: \$495.

30-Aug. 3. Advanced Drug Enforcement. Presented by the Traffic Institute. Fee: \$450.

30-Aug. 3. Interviews & Interrogations for Drug Officers. Presented by the Institute of Police Technology & Management. Fee: \$395.

30-Aug. 3. Electronic Surveillance & Tracking. Presented by the National Intelligence Academy. Fee: \$650.

31-Aug. 2. The Reid Technique of Interviewing & Interrogation. Presented by John E. Reid & Associates. To be held in Norfolk, Va. Fee: \$495.

For more information:

Alamo Area Law Enforcement Academy, University of Texas at San Antonio, San Antonio, TX 78285. (512) 691-5655.

Americans for Effective Law Enforcement, 5519 N. Cumberland Ave., Airport P.O. Box 66454, Chicago, IL 60666-0454. (312) 763-2800.

Broward Sheriff's Office Organized Crime Centre, P.O. Box 2505, Fort Lauderdale, FL 33303. (305) 492-1810.

Calibre Press, 666 Dundee Rd., Suite 1607, Northbrook, IL 60062-2727. (312) 498-5680.

Center for Criminal Justice, Case Western Reserve University, Gund Hall, 11075 East Blvd., Cleveland, OH 44106. (216) 368-3308.

Criminal Justice Center Police Academy, Sam Houston State University, Box 2296, Huntsville, TX 77341-2296. (409) 294-1669, 70.

Criminal Justice Statistics Association, 444 N. Capitol St., N.W., Suite 600, Washington, DC 20001. (202) 624-8560.

Eagle International Network, P.O. Box 40702, Baton Rouge, LA 70835. (504) 291-6394.

Executech Internationale Corp., P.O. Box 365, Sterling, VA 22170. (703) 478-3595.

Financial Investigators Training Corp., P.O. Box 669, Shelburne, VT 05482. (802) 985-9123.

Institute of Police Technology & Management, University of North Florida, 4567 St. Johns Bluff Rd. So., Jacksonville, FL 32216. (904) 646-2722.

Institute of Public Service, 601 Broad St., S.E., Gainesville, GA 30501. 1-800-235-4723.

International Association for Hospital

Security, P.O. Box 637, Lombard, IL 60148. (708) 953-0990.

International Association of Asian Crime Investigators, Attn.: Phil Hannum, President, P.O. Box 7221, Falls Church, VA 22046. (703) 241-5053.

International Conference of Police Chaplains, c/o Chaplain David DeRevere, Executive Secretary, Rte. 5, Box 310, Livingston, TX 77351. (409) 327-2332.

Richard W. Kobetz & Associates Ltd., Arcadia Manor, Rte. 2, Box 3645, Berryville, VA 22611. (703) 955-1128.

Law Enforcement Services Inc., Training Division, 3200 Northline Ave., Suite 667, Greensboro, NC 27408. (919) 852-6902.

Metro-Dade Police Department, Training Bureau, Attn: Sgt. Liz Brown, Course Coordinator, 9601 N.W. 58 St., Miami, FL 33178. (305) 594-1001.

Michigan State Police, Training Academy, Attn.: Sgt. Brian Ray, 7426 N. Canal Rd., Lansing, MI 48913. (517) 322-1200.

National Association for Justice Information Systems, Attn: Kelly Bacon, Multnomah District Attorney's Office, Room 600, Multnomah County Courthouse, Portland, OR 97204. (503) 248-3105.

National Commission on Correctional Health Care, 2105 N. Southport, Suite 200, Chicago, IL 60614. (312) 528-0818.

National Crime Prevention Council, 1700 K St., N.W., 2nd Floor, Washington, DC 20006. (202) 466-6272.

National Crime Prevention Institute, Shelby Campus, University of Louisville, Louisville, KY 40292. (502) 588-6987.

National Criminal Justice Computer Laboratory & Training Center, Attn: Jim Zepp, 444 N. Capitol St., N.W., Suite 606,

Washington, DC 20001. (202) 624-8560.

National Criminal Justice Research Institute, Attn: Professional Survival Seminar, P.O. Box 341, Delafield, WI 53018. (414) 646-4441.

National Institute of Justice, Technology Assessment Program Information Center, Box 6000, Rockville, MD 20850. 1-800-248-2742.

National Intelligence Academy, 1300 N.W. 62nd St., Fort Lauderdale, FL 33309. (305) 776-7500.

National Law Enforcement Leadership Institute, P.O. Box 1715, Safety Harbor, FL 34695. (813) 726-2004.

New England Institute of Law Enforcement Management, Babson College, P.O. Box 57350, Babson Park, MA 02157-0350. (617) 239-7033, 34.

Office of International Criminal Justice, University of Illinois-Chicago, 715 S. Wood St., M/C 777, Chicago, IL 60612. (312) 996-8420.

Pennsylvania State University, Police Executive Development Institute, 102 Waring Hall, University Park, PA 16802. (814) 863-0262.

John E. Reid & Associates Inc., 250 South Wacker Dr., Suite 1100, Chicago, IL 60606. (312) 876-1600.

Southern Michigan Law Enforcement Training Center, Attn: Stephen F. Seckler, Training Coordinator, 2111 Emmons Rd., Jackson, MI 49201. (517) 787-0800, ext. 326.

Southwestern Law Enforcement Institute, P.O. Box 83707, Richardson, TX 75083-0707. (214) 690-2370.

Traffic Institute, 555 Clark St., P.O. Box 1409, Evanston, IL 60204. 1-800-323-4011.

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How safe is safe enough?

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Now UCR, now you don't

Just as the FBI is moving full-steam ahead to modernize and upgrade the Uniform Crime Reporting program, the UCR's very future now seems in jeopardy, courtesy of Federal budget-cutters and an obscure regulation. But the program won't die without a fight. **On 1.**

Also in this issue:

Are we having funds yet? Seized drug-related assets are generally believed to be for the use of law enforcement, but some localities are casting hungry eyes at the loot. **Page 1.**

Illegal dumping: Some sheriffs in Kansas are at wits' end trying to deal with illegal aliens they've arrested. The INS doesn't want them, so the aliens are being dropped off at the county line in a game of musical arrestees. **Page 3.**

Life's a beach: Long Beach, Calif., Police Chief Lawrence Binkley is making headway as he tries to reverse nearly two decades of organizational neglect and police misconduct and brutality. **Interview, Page 9.**